

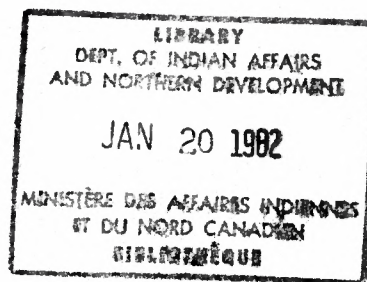
PROGRAM EVALUATION

EVALUATION OF BAND WORKS PROCESS
AT BIG COVE



Indian and Northern Affairs
Indian and Inuit Affairs Program
Program Evaluation Branch

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Prepared for:
Program Evaluation Branch,
Indian and Northern Affairs

Prepared by:
DPA Consulting Limited
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CHAPTER 1

THE EVALUATION: PURPOSE AND APPROACH

1.0 INTRODUCTION

In May 1976 the Band Council at Big Cove, New Brunswick, resolved to participate in a new program/process of the Department of Indian Affairs and Northern Development (DIAND) called Band Works Process (BWP).

Band Works Process was originally developed as a pilot project by DIAND headquarters in 1975. It received its official sanction under Treasury Board authority in 1977 as "a means of pooling departmental, band, and other resources with a view to developing the planning capacities of Indian communities and individuals in their search for long term solutions to employment and community problems".

This evaluation is concerned, primarily, with the application of BWP in one community, Big Cove, New Brunswick. BWP has formally been in effect at Big Cove since shortly after the BWP became part of the Department's Program. The primary focus of the evaluation is to provide information and recommendations to management at Big Cove and in the Department that will assist them in improving performance or adjusting present implementation structures or procedures so as to better achieve the goals set out for BWP, or community development goals in general.

1.1 BACKGROUND TO EVALUATION

An evaluation of BWP at Big Cove was initially proposed at the end of 1976, because the program/process was seen as "experimental" and run "on a test basis". According to a

letter to the Big Cove band by the regional Director General of that time, an evaluation was seen as necessary in order to determine the impact that the program had had on the Big Cove reserve, and to provide documentation for further funding of the program beyond the trial stage.

Terms of Reference for the evaluation were drawn up by DIAND Evaluation branch in consultation with the Big Cove Band, DIAND headquarters, Regional and District offices and CEIC headquarters and Regional office. Preparation of the Terms of Reference (see Appendix A) was started in 1978 and completed in mid 1979, when the Terms of Reference were approved by the Evaluation Advisory Committee. The Advisory Committee, made up of representatives from the Big Cove Band, Union of New Brunswick Indians, Regional and district DIAND offices, and LEAP, was brought together by the DIAND Evaluation branch to reflect the various evaluation interests and concerns, and institutionalize their participation in the evaluation. It was felt by the Evaluation Branch that the direct involvement of such a committee would increase the relevance of the evaluation to the parties concerned, and enhance the possibility and probability that the evaluation recommendations would be taken into account or implemented.

As per the Terms of Reference, DPA Consulting has conducted an evaluation of BWP related activities at Big Cove over the past four years, to assess the impact of BWP on the Big Cove community, and from the case study of Big Cove to assess the impact of BWP as a tool and concept for the development of bands and DIAND program delivery.

The evaluation was formally started in early 1980. By this time the BWP had been broadened to include many more reserves across Canada and involved a greater commitment of funds. It is no longer referred to as experimental or on a

trial basis, and since Treasury Board approval, BWP has been a budget item.

The BWP has continued at Big Cove since 1976 . Each year BWP funds have been allocated to the reserve, although no evaluation was undertaken. A number of projects were initiated, and one full-time BWP coordinator was employed on the reserve throughout this period.

1.2 EVALUATION APPROACH AND METHODOLOGY

The evaluation team has attempted to keep in mind a number of methodological and management principles for conducting the evaluation:

- to document BWP objectives, both formal and informal, as understood by DIAND officials and Band members, and as they have changed over the period under consideration.
- to define, after a preliminary review of objectives and interviews with key Advisory Committee members, a set of evaluation issues, consistent with the Terms of Reference and approved by the Advisory Committee. These issues have been taken as the focus of the evaluation. They are outlined in Chapter 2, following a discussion of the original intent of BWP, BWP objectives, and the regional and band interpretation of BWP.
- to obtain baseline information on the community in 1976 at the time when BWP was first introduced. Included would be basic social and economic indicators of community well-being (e.g. welfare case load; employment); and indications of nature and extent of planning; relations between DIAND and the Big Cove band, and other aspects of relevance to BWP objectives. Baseline data is collected for comparison to data on current condi-

tions at Big Cove, and to make inferences about how conditions have changed since introduction of BWP.

- to obtain advice and input from the Advisory Committee.
- to include on the evaluation team a Big Cove community member who has been well briefed in the purpose of the study and trained in interview approaches and techniques.
- to make use of structured and unstructured interviews with all key persons associated with BWP at Big Cove. A list of persons interviewed is included as Appendix H.
- to supplement interviews with available records, minutes, financial statements, reports, funding applications and the like.

1.2.1 Data Collection Instruments

A number of data collection instruments were developed for this study. Sample interview questions have been included as Appendix B. These include interview schedules for workers, project managers and community members, as well as DIAND officials. A project form (Appendix C) was compiled on each development project initiated at Big Cove over the past four years.

1.2.2 Limitations of Study

a) Data Availability: For various reasons most of the data required for the evaluation were not available, neither in Band files, nor in Departmental files. Reporting forms of several types were developed by CESO workers at Big Cove, and by the DIAND Ottawa and Regional offices. These have been modified and added to several times, but most were

never adopted for use by the Big Cove Band, or made mandatory by the Department, for continued funding. For examples of the type of monitoring and reporting forms developed for BWP, see Appendix D. Most of the data required for the evaluation were never recorded and maintained. We have, therefore, been forced to rely, to a much greater extent than desirable, on the verbal information presented in interviews, drawn from the memory of participants. The nature of project monitoring, accountability processes, and the quality of record keeping is discussed in later sections of this report.

b) Lack of Measurable Short Run Outcomes: BWP as a development and planning tool can not really be expected to show objective measurable results in the short time period since its adoption. For socio-economic development of Indian reserves even a twenty-year frame is not an unreasonable one to achieving substantial change.

c) Casual Linkages between BWP and Observations of Evaluation: It is somewhat difficult to determine whether certain initiatives and outcomes observed are the result of the operation of BWP, or whether they were initiated prior to BWP, or even despite BWP.

d) Changes in Implementation of BWP Over Four Year Period, and Misperceptions with Respect to BWP Concept and Purposes: The operation of BWP at Big Cove during the early years differs from the later period. It was initially seen by the Department as a pilot or experimental program. Although this definition did not formally change, it is the opinion of some Departmental persons interviewed that BWP was not well conceived or understood and did not really get off the ground until the past year. Differences and changes over time in interpretation of BWP pose problems both for implementation of the process, and for the evaluation.

1.3 ORGANIZATION OF THIS REPORT

Chapter 2 provides a brief background to BWP, the theory or philosophy and the intent and objectives. Against this background it sets out the evaluation issues which provide the focus for this report.

Chapter 3 outlines the events associated with implementation of BWP at Big Cove; how it was established and managed; and the projects carried out under BWP. Chapter 4 presents our findings with respect to the impact of BWP on the Big Cove community, in terms of various social and economic indicators, as well as impacts on attitudes and perceptions.

Chapter 5 is the assessment of BWP as a tool for community development, focussing particularly on the nature and extent of development planning associated with the operation of BWP. An assessment of BWP as a delivery mechanism for DIAND programs is included in Chapter 6. Chapter 7 outlines the major conclusions and recommendations of the evaluation.

CHAPTER 2

BWP BACKGROUND, OBJECTIVES AND REGIONAL/LOCAL INTERPRETATION

2.0 INTRODUCTION

This chapter is intended to provide a brief overview of BWP, its original intent and objectives. Against this background the issues of this evaluation are defined.

Band Work Process was established under Treasury Board Authority in August 1977 for the purpose of "supporting Band governments in the development and implementation of strategies that will better utilize available resources in the creation of employment that will have long-term impact on reducing the dependence on social assistance as the main source of income on Indian reserves."

In more recent Regional Department policy papers BWP is referred to as "a vehicle by which Indian Bands and the Department can take a coordinated approach to overall development in the Indian community."

2.1 BWP OBJECTIVES

An attempt was made by the evaluation team to summarize all objectives documented in written form in DIAND or other papers and statements relevant to BWP. It was intended that these be operationalized and form the major basis for identifying indicators to be measured, and issues to be addressed. Statements of objectives for BWP may be found in many documents; for example, similar and overlapping objectives statements are found in documents entitled:

- . Treasury Board Submission, 1977
- . BWP Procedural Guidelines, Employment Programs Branch, 1977
- . Big Cove Evaluation Terms of Reference (Appendix A)
- . Band Work Program, Maritime Region, position paper prepared circa, 1977
- . Developmental Applications of Social Assistance Funds, Alberta Region, 1979
- . Developmental Applications of Social Assistance Funds, Atlantic Region, 1980
- . Developmental Applications of Social Assistance Funds, Quebec Region, 1980
- . Band Work Process, Reg Graves, 1979
- . Band Work Process, Atlantic Region position paper (1980)
- . Band Development Committee Program, General Information and Financial Criteria, Atlantic Region DIAND, 1980

The objectives from the first three of the above sources are summarized below. It is evident that the objectives, as stated, are broad goals closely tied to the overall goals of the department:

From Treasury Board Submission

- . To support Band governments in planning and implementation strategies.
- . To obtain a higher quality of input into government policy formation and forecasting processes from the Band level.
- . To effect the transition from a mainly social assistance milieu to a work-oriented milieu.

From BWP Procedural Guidelines, 1977

Short-Term

- . To create meaningful employment opportunities for unemployed Indian and Inuit (Northern Quebec) people on work projects that are beneficial to the community.
- . To support Band governments in the development of medium and long term community employment plans.
- . To develop Departmental program development and delivery systems that result in a more co-ordinated and responsive application of resources.

Long-Term

- . In the long term, the objective of the BWP is to better equip participants to take advantage of future labour market opportunities and, therefore, reduce dependency on social assistance.

From Big Cove Evaluation Terms of Reference

- . Efficient generation of long-term employment through the provision of employable skills.
- . Improvement of Community life.
- . Institutionalization (or forming a habit) of long-term social/economic planning at the Band level for the self-management and the synchronized service delivery in the long-run.

The objectives from the three sources cited (as well as from the other sources listed) are similar and overlapping, though with differences in emphasis. It is evident that BWP is to promote employment, preferably long-term; reduced social assistance dependency; improved program delivery; increased cooperation; more band control over development; improvements in on-reserve planning; and general improvement of community life. What is not evident is the way these objectives are interrelated and integrated; and what the priorities and linkages are among the various objectives. These objectives cannot provide guidance either for program/process implementors or for the evaluators. Is the ultimate objective to create long term jobs; to reduce social assistance dependency; or to promote socio-economic or community development on reserves? Or, alternatively is it of key importance to promote more local control over community development; to enhance the community planning capability; for Indians to obtain more job related skills and training, or some other objective?

The objectives as stated are not very useful as a guide to implementation of BWP or evaluation of BWP without more understanding of the "process" inherent in the BWP concept.

2.2 BWP GUIDELINES

In addition to objectives, the BWP includes the following principles, guidelines or directives:

- . BWP funds are to be used as "seed money" for planning and for implementation of employment plans; as well BWP funds are referred to as "shortfall funding", when funds from all other sources are insufficient.

- . BWP encourages and assists bands in seeking out and qualifying for outside sources of funding.
- . BWP funds are allocated to regions each year on basis of an annual regional BWP strategy, prepared in consultation with Indian leaders and other government departments. As well regular progress reports are prepared by the band and by District and Regional offices.
- . The band is to prepare a community plan governing a number of years. Each year a BWP strategy is prepared based upon the plan; and BWP funds are allocated on this basis.

Other procedural guidelines are contained in an appendix to the Treasury Board submission. The document has been included with this report as Appendix E.

2.3 ORIGINAL INTENT OF BWP

BWP was initiated at DIAND headquarters primarily in response to conditions at Grassy Narrows and Whitedog reserves, where in 1975 an armed occupation of Anacinabe Park took place. The high levels of unemployed employables on Indian reserves was seen as a problem that should be addressed through a process similar to the Community Employment Strategy (CES) program, involving coordination within the Federal government to support local initiatives.

It was recognized that present Departmental funding and delivery arrangements were not comprehensive enough to address band initiatives based upon community wide plans. The Band Work Process was intended as a more coordinated and comprehensive Departmental delivery approach for socio-economic programs, enabling the Department to respond to community needs in a more effective manner.

BWP would provide an approach for bands to enter into comprehensive planning to meet community needs (geared to the fiscal year cycle) through a mechanism to integrate funding programs. This improved efficiency would provide funds for jobs which were either not being done or being contracted out.

As a new approach to program delivery, BWP would have both a developmental and job creation impact. Band development was to be the prime focus, with the creation of jobs as a tangible output. Through improved community planning, the job opportunity potential of the community would be maximized. This approach would provide the best chance to establish a measure of employment stability in the community. The extent to which employment stability could be achieved would have a direct effect on the number of economic case units and on the community's dependence on social assistance.¹

2.4 DIFFERING EMPHASES AND INTERPRETATIONS IN IMPLEMENTATION OF BWP

During its history, and in different regions the BWP has been seen to be either primarily directed at employment and job creation, or at socio-economic development. Planning has also been an important thrust which has been emphasized to differing degrees at various times and places.

¹ This discussion of the intent of BWP is taken largely from the report entitled, Developmental Applications of Social Assistance Funds, Alberta Region, Bureau of Management Consulting, 1979. For the above report an extensive review of early documentation of BWP, was undertaken.

Without a well-understood theory of the objectives as part of a general "process", rather than separate desired outcomes, the objectives of (for instance) efficient job creation can clearly work in opposition to an objective of promoting long term community initiated socio-economic development. As the BWP has been implemented over time and in the different regions as well as at Headquarters, there is little evidence that BWP has been taken as a rationally integrated process, where the linkage between training, job creation, planning and community development is clearly understood.

The newly proposed organizational structure of the Department illustrates the problem. The division responsible for BWP is called Band Training and Advisory services. Economic Employment and Development, and Social Development are separate divisions.

The original documents associated with BWP emphasize employment creation, particularly long term jobs. They also emphasize reduction of social assistance rolls, and training for employable skills. In the Quebec region the primary emphasis, until recently, appears to have been job creation. According to one Regional staff person interviewed, training and job relevant skills have been emphasized in the Saskatchewan region. The BWP has been handled at Headquarters by the Employment Programs Branch and in the Atlantic region by the Employment Coordinator. This would suggest a primary emphasis on employment. Each of the regional evaluations referred to above, has treated BWP as one of several "developmental applications of social assistance funds", implying a central role for BWP in reducing social assistance rolls, and using social assistance funds more effectively. The lack of a consistent interpretation of BWP is seen as problematic, and how this affects Big Cove activities is addressed more fully in later sections of the report.

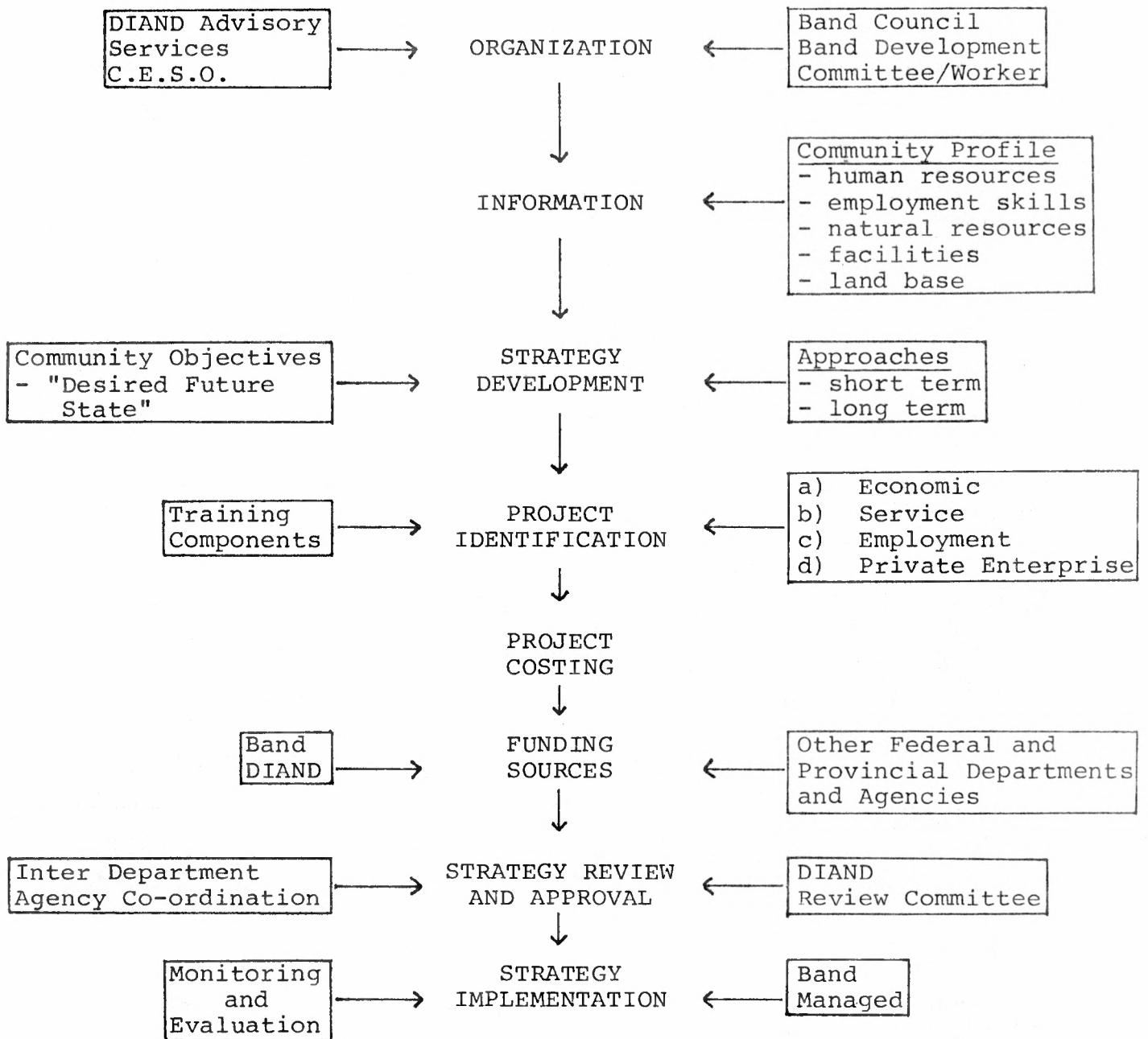
This evaluation focuses upon the Atlantic regional interpretation of BWP and the interpretation of the Big Cove Band.

2.4.1 The Atlantic Region and Band Interpretation of BWP

In the Atlantic region the emphasis of BWP has changed over time. In the first two years BWP funds were used to finance operating losses of Big Cove Toys Limited, while it was a private enterprise; and to fund housing programs. A key feature and directive of BWP states that a regional strategy is to be devised each year as a basis for allocating BWP funds to the region. No strategy was developed until the current year. The Region has this year developed a discussion paper including a flow chart outlining the steps that should be involved in implementation of BWP by the DIAND in the Atlantic region and the band. (See Exhibit 2-1). We will take this 1980 strategy as a codification of the regional emphasis and interpretation to date. According to a 1980 paper entitled simply, Band Work Process; "In response to the dialogue of the past few years between the Indian leadership and Government concerning approaches to improve the quality of life in Indian communities, the Department has selected Band Work Process as the principal means of promoting socio-economic development within the Atlantic Region. This represents a broadening of the scope of the process with the purpose and objective of promoting community-based development."

In the regional strategy document terms such as "improvement of quality of life in Indian communities"; "Socio-economic Strategies", "Desired Future State for the Community" and "Community-Centered Development" are frequently used. As the means to achieve community development, planning at the reserve level is seen to be of central significance.

EXHIBIT 2-1 BAND WORK PROCESS FLOW CHART



This emphasis on "community-based development", appears similarly to be the emphasis and understanding of BWP as espoused by the chief and BWP coordinating committee at Big Cove. Big Cove has used BWP funds to employ a full-time band member to engage in planning and socio-economic development related activities; and generally to support planning and socio-economic development initiatives on the reserve. They emphasize experimentation with long and short term job creation efforts, and making full use of reserve resources to attempt to achieve greater socio-economic independence and stability.

2.4.2 Program versus Process

BWP was implemented at Big Cove originally on a one-year pilot basis. In March of 1976, in a letter to the Chief of Big Cove from the then Director General of Program Development at DIAND headquarters, BWP was referred to as a "program". It was stated in this letter that there was inadequate funding for the program; that perhaps funds from other discretionary programs could be allocated to it; and that it was to be run on a pilot basis for the first year. Throughout the first year, BWP was always referred to by the Department in Ottawa and region, as well as by the Big Cove band, as a program. In 1977, the Treasury Board minute which officially established the BWP, refers to a Band Work Process and all DIAND correspondence and documents have since referred to it as a process.

The Big Cove Indian Band, on the other hand, has continued into the present to refer to it as a program. According to community leaders interviewed, their choice to continue to refer to the "program" rather than the "process", was intentional and more adequately reflects their understanding of BWP, and their reasons for participating in it. The

significance of this difference in terminology will become more evident in later sections.

2.5 EVALUATION ISSUES

After some preliminary interviews with some persons associated with implementation of BWP at Big Cove, as well as a review of BWP and Big Cove documents, it was necessary to define a limited set of issues to focus the evaluation. Three issue areas were defined to take into account both the concerns expressed by the evaluation Terms of Reference and by those consulted at Big Cove and in the regional DIAND. These may be summarized as follows:

- . the impact of BWP on the community, and the extent to which it has promoted socio-economic development at Big Cove
- . the nature and extent of planning associated with BWP at Big Cove
- . the impact of Big Cove BWP activities on Departmental (and Band) program delivery systems.

At a meeting between the Advisory Committee and DPA Consulting these were seen as appropriate central themes or issues for the evaluation. Consequently, one chapter of this report has been devoted to each of the above issues. First, however, we provide a brief overview of BWP related activities carried out at Big Cove, including a description of how BWP has been interpreted and implemented at Big Cove, and a delineation of planning and community development activities initiated at Big Cove.

CHAPTER 3

BAND WORK PROCESS (PROGRAM) AT BIG COVE

3.0 INTRODUCTION

Big Cove is a Micmac community of approximately 1200 residents. Consisting of some 2940 acres, the community is located along the Richibucto River 12 miles west of the village of Richibucto. On driving through Big Cove it appears to be a relatively prosperous small New Brunswick community. It has a church, three schools, an arena, a joint fire hall and police station, a legion, a community hall which also houses the band offices, and a health clinic. The houses for the most part are on large lots and appear in good condition with well-kept yards. The community is serviced with water and sewer.

Unemployment at Big Cove however stands between 80 and 90%. Presently there are approximately 69 persons employed on the reserve and 16 off, while about 250-300 single individuals and families are solely dependent on social assistance for their income.

These figures take on a greater significance when it is realized that the population of Big Cove has been growing at an annual rate of 4%* over the past decade and a half, with over 60% of the total population under the age of 20. This rapidly expanding population has placed, and will continue to place increased demands on housing, education and other services. In particular the high number of persons about to enter the labour force creates some urgency to investigate all potential employment opportunities possible on the reserve.

* According to the 1979 report submitted to LEAP

This chapter is intended as a summary of development activities and events at Big Cove, from the agreement to participate in BWP to the present. As well, some background to planning and development initiatives at Big Cove prior to BWP are outlined.

Appendix F outlines in chronological order some key events related to BWP at Big Cove. Included are the initiation of BWP in 1976, submission of projects for funding, takeover by the band of Big Cove Toys Limited, and other events. The list is not intended to be inclusive, but just to highlight some of the band's activities, and place them in a time perspective. Appendix F was compiled from the minutes of the BWPC, BWP documents, and correspondence of committee members.

3.1 PLANNING INITIATIVES PRIOR TO BWP

Not all planning and socio-economic initiatives at Big Cove can be attributed to the introduction of BWP on the reserve. This section is intended to briefly describe the structural and planning context at Big Cove prior to and at the time BWP was adopted. There is some evidence that planning for the future, and socio-economic development were concerns on the reserve prior to initiation of BWP; that the foundations for a more planned approach to development were already laid.

3.1.1 The Master Plan

Prior to 1974, planning efforts at Big Cove had been largely the responsibility of District and Regional DIAND personnel. In 1973, for example, the "Master Plan" for Big Cove was put together by the Department's regional planner with the assistance of the community to be used as a guideline for

long range planning. The plan simply titled, Planning Report was directed at establishing land use policies and was not concerned directly with issues of social or economic development. However, the plan is referred to by the Big Cove chief as "the Master Plan".

Over the time period that the Master Plan was being developed, the leadership at Big Cove recognized that proper utilization of the reserve's resources would entail a planned approach to the development of the reserve. The 1970's were to become, in the words of the Chief, "The Age of Development" for Big Cove.

As a means to introduce the concepts of planning and development to the community, a tape and slide show was put together of the Chief explaining the Master Plan. The show was presented to a public meeting at Big Cove and discussion was encouraged on the points raised in the presentation.

3.1.2 Establishment of the Task Force

The first steps towards socio-economic planning were taken with the establishment of the Task Force in June of 1974 "to improve the social, economic and cultural development of the community." The Task Force was formed through the chief and council's recognition that development issues required persons who could direct their full attentions to planning for Big Cove.

The Task Force was originally composed of both reserve members and Department of Indian Affairs officials; functional guidance and direction being provided by the DIAND regional planner. Additional direction was provided through the Task Force co-ordinator and Regional and District senior personnel. Meetings were held on a fairly regular bi-weekly basis from June 24, 1974 to October 1975,

at which time the Task Force was disbanded due to other time commitments of its members, insufficient DIAND funding for the Task Force activities and discontinuation of paid staff.

Over the time period of the Task Force's existence, the committee members were involved in, among other things, carrying out a community attitudinal study aimed at determining the people's aspirations and needs; they took the first steps toward the construction of the Big Cove arena; were responsible for the band becoming a member of the Kent County Industrial Commission; carried out extensive research on the viability of establishing a trout hatchery on the reserve; developed a community newsletter run by summer students; and discussed the development of a communal farming operation to be established on the reserve.

3.2 INTRODUCTION OF BWP TO BIG COVE

The BWP was developed as a DIAND Pilot program in 1975 and was presented to the Big Cove Band Council by the Maritime Director General in May of 1976. By the end of the presentation Chief and Council had agreed to establish a BWP committee (BWPC) on their reserve.

Two reasons were provided for the band's acceptance of BWP:

- . to have a committee on the reserve to do planning and promote the development of the reserve;
- . to establish a committee on the reserve of which all members were paid.

The Committee established to become responsible for BWP was mainly made up of the band members of the earlier Task Force. The chairperson received a salary from the BWP budget, while the remaining committee members selected to sit on the Band Work Process Committee (BWPC) held salaried

positions with either the Union of New Brunswick Indians or through other DIAND programs.

Management assistance to the committee was provided by a CESO volunteer, a retired executive with a marketing background, who was contracted in May of 1976 to assist the committee learn to plan for the community.

The perceived mandate of the BWPC as stated in committee minutes was as follows:

- . to examine all proposals for Band work projects;
- . to recommend to Band Council acceptance or modification or rejection of the proposals;
- . once approved by Band Council, to implement projects;
- . to establish procedures for control of all funding income and expenditures.

For much of the first year of the BWPC's existence, meetings were held on a regular two-week basis at the Amherst Regional DIAND office. The Amherst location provided committee members with easy access to skills and expertise available in the Regional office and, in addition, facilitated the attendance of the CESO volunteer who would commute each week from Wolfville, Nova Scotia. Inadvertently, as well, it resulted in the Committee having greater familiarity with and perceiving greater support from the Regional office, than from the District; and working more directly with the Region over the following years.

3.2.1 Focus of the BWPC

The BWPC is officially one of several committees on the reserve which works out of the Band Office and reports and recommends to the band council. Committee initiatives are

to be implemented by the committee upon approval of council.

The major focus of the committee over the past four years, has been with the development of on-reserve employment opportunities on either a short or long term basis.¹ The BWPC chairperson has stated that it is more interested, at this stage, in providing "employment experience" for Band members rather than in cutting the social assistance rolls by any specific percentage. It was realised that to turn around a situation in a four year period where almost an entire community had been dependent on welfare for their existence for two or more decades is an unrealistic task, especially in a context where the people do not place the same stigma upon receiving welfare "as non-Indian society might". In recognition of these factors, the BWPC at Big Cove is hoping that, by providing employment experience today, to influence the labour force of tomorrow. "Children who grow up seeing their parents go to work on a regular basis while they, themselves, attend school on a daily basis, they are our long-term goal."²

The type of employment opportunities considered by the BWPC are ones that are relevant to and utilize the skills and background of the Indian people at Big Cove. Big Cove Toys and the canoe operation both require skills in woodworking. Employment opportunities offered through the short-term projects like housing repairs have served to sharpen the carpentry skills of community members. A carpentry course sponsored by the BWPC in 1977 was attended by up to 50 reserve residents who now form a labour pool which the various BWP projects can draw upon as employment opportunities are developed.

¹ Interview with BWPC chairperson

² Ibid.

3.2.2 BWPC Initiatives

A reading of the BWPC minutes over its four year existence suggests a continuity between the initial planning efforts of the previous Task Force and those of the newly established committee. Trout farming and agriculture, for example, initially identified by the Task Force have been further investigated as employment opportunities by the BWPC (the former idea was eventually dropped as not feasible, while work is still on-going on the latter activity). The arena, initiated under the Task Force was completed under the BWPC.

Exhibit 3-1 lists some 20 projects initiated under the BWPC and categorizes them by present status (whether they are completed, ongoing, waiting for funding or dropped). Appendix G provides a brief description of each of the above projects. Not every initiative considered by the BWPC is reflected in this exhibit as some (e.g. the establishment of a band maintenance person) to date have not proceeded past the idea stage.

By the end of March, 1980, seven of the projects had been completed, four were found not to be feasible and consequently were dropped, seven were ongoing and considered to be potential viable operations while the remaining two are presently awaiting funding from LEAP.

Of the 20 projects, four were addressed to infrastructure activities (construction of multi-service center, warehouse and office space, community service center and the land clearing operation); an additional three projects were directed towards social needs (construction of the arena, carrying out of housing repairs, establishing a management training course); while the majority of the projects, seventeen in all, have been directed towards the economic development of Big Cove.

EXHIBIT 3-1: BWP PROJECTS/INITIATIVES

COMPLETED PROJECTS

Multi-Purpose Building
Community Service Center
Sub-division Land Clearance
Housing Repairs
Areana
Management Training
Warehouse and Office Space

ONGOING PROJECTS

Big Cove Toy Factory
Canoe Operation
Research and Development
Consulting (or Marketing and Instructional Help)
Commercial/Recreation Site
Agriculture
Reforestation

WAITING FOR FUNDING

Kiln
Co-op

DROPPED PROJECTS

Trout Farming
Fish Punts
Floating Docks
Oars and Paddles

The toy factory and the canoe operation have to date provided the greatest number of job openings to band members with a labour force averaging 20 to 28 employees. Construction related activities also tend to be labour intensive, although short-term. In 1977, for instance, 64 person-months of construction related employment were created.

The majority of the projects identified by the BWPC as potential employment creating areas are still in the preparation stages however; while research has been undertaken on projects such as agriculture, the community recreation site, and reforestation, few actual steps have yet been taken on the implementation side of these projects.

As Appendix G suggests, the majority of the BWPC members' time and efforts since the band take-over of Big Cove Toys Limited (BCTL) has been with BCTL. Much of the reason for this emphasis lies with the attention funding sources (particularly LEAP) have placed on turning the Toy Factory into a viable operation within a limited time frame. In response to this pressure, the BWPC became for a time in effect a management committee for BCTL, and other projects were temporarily deferred.

3.2.3 BWPC and Funding

Over its four year existence, the BWPC has submitted four Band work packages for funding to the Department and two to LEAP. The second application to LEAP has just recently been submitted and approved, while a fifth Band Works Process package is presently in the preparation stages for presentation to the Department.

The reason given for the BWPC approaching LEAP for funding lies in the shortness of the contract period afforded by traditional sources within the DIAND, or by OFY, LIP or Canada Works. Funding from these sources went towards short term make-work projects; projects aimed at establishing viable businesses required funding of a different nature. LEAP, by providing funding up to a possible maximum of four years, permits training to occur on a long term basis while also providing the necessary time in which a business can grow to the break even point. For a project like Big Cove Toys Limited, which required a testing period to establish its viability, LEAP was an obvious funding source. Similarly, LEAP funding over an extended period, allowed for the long-term training of reserve individuals in the art of canoe building. When solely dependent on the annual budgets struck by DIAND each year, little continuity of funding can be depended upon. This problem is discussed further in Chapters 5 and 6.

The problem for planning of the short DIAND budget period was recognized by the members of BWP and the original intent of BWP was to try to overcome some of these difficulties through a more coordinated and "block" funding approach. To date this has not really occurred at Big Cove.

CHAPTER 4

IMPACT OF BWP AT BIG COVE

The four year time frame since BWP was initiated at Big Cove is too short to show clearly measurable impacts on the socio-economic development of Big Cove, or on the attitudes of community members. As well, without baseline information on attitudes, and socio-economic conditions at the time BWP was instituted, no real assessment can be made of the relevance of current socio-economic indicators, or current widely held attitudes.

However, BWP as originally conceived and as interpreted by the Region and band is not so much concerned with short-term results as with the process of BWP. The kinds of questions being addressed in this Chapter therefore concern the extent to which BWP appears to have been implemented at Big Cove; the commitment to it by community leaders, the awareness and approval of BWP activities by community members and the participants in BWP. The kinds of ways people have benefited from (or been otherwise affected by) BWP and the affects of BWP on the lives of those who have received employment through BWP, are discussed. As BWP is "process" oriented, it implies there will be direct impacts on those implementing the process, or participating in the process. In this Chapter, therefore, we have examined the perceptions of community members and employees on BWP projects as part of our examination of the impact of BWP at Big Cove.

The information from community members is one basis for assessing the impact of BWP on the Big Cove community. In addition to attitudes and perceptions, we briefly examine the outcomes of projects implemented at Big Cove and generally, the context in which BWP was implemented.

In general, are planning structures beginning to be in place; are the mechanisms for moving the community toward more socio-economic development being created; how widely has the community been involved, and have costs or benefits been distributed? These questions are briefly addressed in this chapter. However, the process issues most directly concerned with planning activities and mechanisms are more directly addressed in Chapter 5.

To attempt to discover some answers to these types of questions on the impact of BWP at Big Cove, two surveys were conducted on the reserve, one with the workers presently employed with enterprises run under BWP, and the other with community residents at large. Samples of the interview questions asked are included in Appendix B of this report. In the next two sections we briefly present the results of these surveys.

4.1 THE COMMUNITY SURVEY

This section discusses the results of the community survey carried out by a Big Cove resident as a member of the evaluation team. The purpose for the survey was to obtain the community's assessment of the socio-economic situation of Big Cove today. As well, the interviews attempted to solicit knowledge and perceptions of community members with respect to the degree of change and development at Big Cove, leadership, and community needs.

The survey was designed to solicit community members' perceptions of:

- . Changes occurring at Big Cove, including the timing of and types of changes
- . Quality of life at Big Cove today

- . Current needs of Big Cove
- . The employment situation for Big Cove residents
- . Training opportunities for Big Cove residents
- . Big Cove perceptions of work

4.1.2 Data Collection

The data on which this section is based is drawn from a sample of some 57 Big Cove residents or approximately 1/3 of total households. The sample was made up of interviews with an individual living in every third house on each road on the reserve. If an individual was unavailable for an interview, or chose not to be interviewed, then the interviewer made a substitution in a non arbitrary fashion. That is, a form of systematic random sampling of households was employed. The interviewer encountered no difficulties in the actual carrying out of the survey with no persons declining to be interviewed.

4.1.3 Results of Community Survey

The community survey results were reviewed to see whether a representative sample of community opinion had been obtained. Many more men than women were interviewed; most persons interviewed were under forty years of age. However, the interviews with women did not differ substantially from those with men, in terms of the concerns expressed, and experience described. Similarly, the interviews with those over forty years of age were not systematically different from those under forty. This result suggests, first, that our findings are likely to be fairly representative of the Big Cove community. It also suggests that, though the opinion and perceptions of Big Cove residents may vary by family background or some other variable, they do not vary greatly for different age groups or for the sexes. It is rather likely that we have obtained a good cross section of community opinion.

Change at Big Cove

It was the unanimous consensus of the respondents that Big Cove had undergone much change over the past 5 - 10 years, with slightly over half of the respondents stating that real change started about ten years ago. It is evident that Big Cove residents do not see the onset of major changes on the reserve as synonymous with the adoption of BWP at Big Cove. Significantly, it was perceived to start much before BWP was introduced. This corresponds with other evidence that some planning and socio-economic initiatives were being carried on prior to BWP at Big Cove. The 10 year period is roughly equivalent to the term of the present Chief, who has been in office since 1968.

In response to the question as to whether Big Cove is better or worse off because of the changes, respondents were divided; with twenty replying that Big Cove is worse off, thirty that Big Cove is better off and seven stating better off financially, but worse off spiritually.

Positive changes pointed to, over the past decade, included, in order of times mentioned:

- . Better and more housing
- . Education more under Indian control, and more university graduation
- . The arena, as a community recreation centre
- . More jobs on the reserve

Changes which were cited as having a negative influence and which have been recently introduced to or increased at Big Cove included (in order of numbers of times mentioned):

- . Alcohol and drug abuse
- . Violence and murder
- . Neglect of children by parents
- . Mental depression and lack of a positive self-image

It is evident that the focus of community members is primarily on social issues. An increase (or decrease) in jobs on the reserve, or other economic improvements or changes were mentioned relatively infrequently. Rather the increase in social problems, or the improvements in housing, education, and recreation were the focus of remarks.

Community Needs and Problems

Needs of Big Cove today cited by the majority of respondents included:

- . Social counselling, parent counselling, drug and alcohol counselling
- . Jobs
- . Increased recreational opportunities

The general consensus of the respondents is that while Big Cove is materially better off in 1980 with increased housing and better educational facilities and with steps taken in the direction of increasing recreational opportunities, that the reserve is facing severe problems incurred through drug and alcohol abuse and associated problems. A number of the respondents linked the alcohol/drug problem to the lack of jobs and to the onset of the welfare system. Again it is evident that the main concern of community residents is the social conditions. The need for more jobs, however, was also frequently mentioned.

Attitudes to Work and Employment

The survey indicated that there are two avenues open to combatting the problems existing at Big Cove. One avenue is that presently adopted by the BWPC - to provide Band members with job experience if not full-time jobs. The overwhelming majority of respondents stated emphatically that Big Cove residents want work and that they would rather work than be on social assistance; "self-respect comes from waking up in the morning and knowing what I'm going to do for the day". In this regard, the Band Works Committee in establishing job experience as one of its goals, is meeting one of the identified needs of the community. Moreover, by setting job experience as a goal in itself, the committee is responding to the need as expressed by community members. In the words of one respondent: "Welfare is a way of life eventually. If a person is fitted into the employment picture he will be conditioned to work - you can't just plunge into employment after years of doing nothing. You have to be conditioned."

The community-expressed need for work and employment experience, as a preference over drawing welfare may be a result of the employment generation efforts of the BWPC. With the existence of jobs on reserve acting as a real and visible alternative, BWPC activities may be having the impact of affecting people's desire for and willingness to work.

Knowledge and Assessment of BWP and BWPC by Community Members

Fifty-three of the fifty-seven respondents (93%) stated that there has been an increase in employment opportunities over the past five years and point to the toy factory and band office as prime examples. Other examples included work offered Indian teachers in the schools. A number of those

interviewed, however, suggested that "a fair employment principle" has yet to be established at Big Cove and pointed to the numbers of unemployed and under-utilized university graduates living in the community. "Some good people and good talent is being wasted because they aren't being hired for the important jobs." It is the case that at present, no one employed in the band office has a completed university degree, while at least five university graduates are unemployed and living on the reserve. According to the BWPC Committee Chairman, efforts have been made to recruit and utilize the talents of university graduates, but to date no progress in this regard has been achieved.

Another project selected for praise by the majority of respondents for which the BWPC has been responsible, has been the construction of the arena. One respondent stated that the arena was built in response to peoples' perceptions of the needs of the community; at least twenty other respondents saw in the arena an avenue for getting the younger people involved in physical activity and in acting as a deterrent to drug and alcohol abuse. "Before the arena was built, everybody was drinking and kids were starting to drink early in life and they just figured that if we had an arena all that would change, Yes, I think it's kept a lot of young boys from alcohol - last winter at least." The arena, which was completed as a BWP activity appears to be a source of community pride and identity. The arena is clearly seen as a mechanism for dealing with juvenile delinquency and alcohol, as well as a community center.

The BWPC was indirectly criticized, however, in the lack of anything being done on the reserve in the form of human development to respond to social problems and conditions.

"We need people involved in human development - social workers, alcohol and drug counsellors, parent programs, we need more education regarding the dangers of alcohol." Many respondents pointed out problems associated with alcohol - the neglected children and the consequent lack of respect given to parents by their children; lack of proper role models; a bad self-image. Ten respondents perceived the level of violence and murder within the community to have increased. In response to the question as to whether the above problem areas are being dealt with, most respondents replied no. Responses included "one alcohol/drug counsellor can't do much to solve the problems"; "the band council can't do anything about what happens in your kitchen and livingroom"; "we don't know what's going on, there's no communication".

BWPC committee members suggested it is their mandate to deal with both the economic and social development needs of the reserve. However, most suggested that social development could be brought about through the increased jobs resulting from the emphasis on economic development projects. They saw the social problems as a consequence of the lack of on reserve employment.

Summary of Results of Community Survey

Though no one mentioned any particular awareness of the BWP or BWPC at Big Cove, residents were aware of, and positive about some of the main activities of the BWPC, particularly the employment created by BCTL, and the completion of the arena. Respondents frequently mentioned the need for more direct action to deal with social needs and problems. There was no evidence to suggest however that the community perceived the introduction of BWP at Big Cove to have acted as a milestone, or changed the direction or trends already operating at Big Cove, or the pace of change. Rather, most

persons feel the changes started earlier and were merely continued during the past four years.

4.2 THE WORKER SURVEY

A survey of workers hired on BWP projects was included in the evaluation in order to obtain some indication as to whether BWP as implemented at Big Cove was/is addressing the following BWP objectives:

- . to effect the transition from a mainly social assistance milieu to a work-oriented milieu;
- . to provide employable skills.

An interview schedule was devised (see Appendix B) to collect data on the following:

- . past work history of workers;
- . skills acquired on BWP projects;
- . perceptions of workers towards work.

At the time the evaluators were collecting data in Big Cove, the ongoing BWP projects included the Toy Factory and the canoe operation which, together, employed approximately 22 Big Cove residents. The worker survey was not implemented as planned. It was hoped to interview each of the workers separately; this was not possible, however, as the workers were reluctant to participate in a one-to-one interview. Instead, it was agreed that the Big Cove Toys Limited secretary after being herself interviewed would go through the interview form with the workers for clarification of any questions. The workers would then fill out the forms at home. This method was far from ideal. It resulted in fifteen interview forms being completed (or partially completed); these form the data base for most of the following discussion. Additional information was obtained from the management at BCTL.

4.2.1 Profile of Work Force

Over the past three years 69 persons have been employed for some period on the canoe and toy operations. The labour force has averaged from twenty to twenty-eight persons, with twenty-two employed at the present time.

Of the 69 employees, 49 (71%) have been men, while 20 (29%) have been women. The average age of employees has been about 28 years. Of the 49 males, 40 (82%) had been on welfare prior to their employment on the BWP project. Thirteen (65%) of the women had been receiving welfare prior to employment. Payrolls from BCTL covering the past three or four years were requested but not provided to the evaluation team.

The jobs at the toy and canoe operations tend to be of an assembly line nature with each employee performing one or two steps toward the creation of a finished product. Jobs range from working with woodworking machinery, for sawing lumber, planing and sanding, to dipping toys in various finishing solutions. Canoe construction involves carpentry work with hammers and nails and the like, as well as working with fibreglass and other materials.

4.2.2 Work History

Respondents were asked to provide their work history for the two years previous to being hired on with the Big Cove Toys Limited. Of the 15 respondents, three had been receiving welfare, two stated they had been housewives, while one had been drawing UIC. The remaining nine respondents indicated that they had held another job; two of these nine had been working on a previous BWP project (floating docks and punts) and the remainder had mostly been involved in construction related employment for varying lengths of time.

These findings indicate that a significant majority of the staff hired for these two BWP projects had previous job experience and did not have a history of complete dependence on social assistance. This fits with the hiring practice followed for the toy and canoe operations. It was stated by the BCTL General Manager that people in the community wishing work register at the Band office. When an opening is available the Big Cove Toys Limited hiring committee reviews this list and "selects the people best suited to the job". This would include consideration of the person's previous job experience and training. The main consideration for hiring new staff, then, was not whether in the assessment of the hiring committee a person were a welfare recipient but, rather, whether they could do the job. This reflects an orientation of working toward the creation of viable enterprise and stable long-term employment.

It is evident that the toy factory and the canoe operation are not being treated as "make work" projects; or aimed at providing jobs to the most needy; the chronically unemployed or the like. Rather, they are run as economic enterprises attempting to become viable establishments providing stable employment. This emphasis is consistent with what appears to be the original intent of BWP, and the Regional and local interpretation of the objectives of BWP.

4.2.3 Skills Acquired on Project

BWP objectives include the acquisition of employment skills and training. The BWPC has emphasized the provision of "work experience" for reserve residents. Of the 15 respondents, three quarters indicated that they had acquired new skills while working in the toy factory or canoe operation, with half of this group stating their belief that these skills could be applied to employment elsewhere. The

skills acquired included the art of canoe construction, woodworking, working on machines, assembling parts and sanding and drilling. As well the toy operation would provide work experience in an assembly line type operation.

4.2.4 Perceptions Towards Work

Thirteen of the 15 respondents stated that they felt fortunate to have their job. Reasons given for this feeling referred to the lack of full time or part time jobs on the reserve. Twelve of the 15 indicated further that they were generally satisfied with their work. Responses to the question, what aspects of your present work environment do you like best, included "I like building canoes", "it's steady employment", "getting paid on Friday". Aspects workers least preferred included "getting up in the morning" (mentioned once), "sanding" (mentioned twice), "the pay rate" (mentioned three times). It appears that the worker attitudes about holding down employment are not very atypical of non-Indian workers. This is further borne out by the low degree of turnover of employees on these BWP projects.

4.2.5 Stability of Employment and Turnover

The average length of time respondents had worked at Big Cove Toys Limited was 17.2 months or approximately a year and a half. Nine of the 15 respondents had worked at their job between 19 and 44 months, and the 6 remaining workers between 4 and 13 months. These figures suggest a fairly stable work force by any standards. According to BCTL management, of the total 22 present employees, 13 (59%) have been working for BCTL since 1978 or earlier. Another 6 (27%) have been there since 1979, while three were hired this year. One of the three hired this year was a former employee of BCTL, who was rehired.

In the Toy Factory's first year of operation 7 of the female staff quit as a group, complaining of low pay rates; since that time however pay rates between male and female employees have been equalized.

An interview held with the manager of BCTL suggested there has been a conscious effort on the part of management to establish harmonious employer/employee relations; presently management is attempting to find a way to keep the plant in operation over the summer months while allowing the staff a month's vacation.

From the worker interviews the evaluators would make the general assessment that work is both respected and desired among Big Cove residents. This was substantiated in interviews with community members. The employment created was perceived as relatively stable, and turnover was not unreasonably high.

4.3 IMPACT OF BAND WORK PROJECTS

Over the 4 years BWP has been implemented at Big Cove, over 20 different initiatives or projects have been discussed by the BWPC, partially developed, researched, or implemented within the community. It was the intent of the evaluation team to examine the impact these various initiatives have had on the Big Cove community. Specifically, it was attempted to determine for each project; number of jobs created, turnover per job, duration of job, income generated, sources of income, number of social assistance recipients employed on the projects, numbers leaving BWP to return to social assistance, and the like. To this end a Project Summary Format was devised (see Appendix C) to be filled out by the evaluators, one for each of the twenty projects.

Due to the fact that records were not maintained by the BWPC, or by DIAND on a project basis, this information was unable to be collected by the evaluators. No progress reports were developed by the BWPC or DIAND from which project completion information could be inferred. Attempts were made to collect the information from the projections included in the BWP applications for funding. These applications projected number of positions by person-weeks, included projected costs as well as potential funding sources. It was determined however that the projections included in the applications did not accurately reflect actual employment, turnover, costs, etc. Often only part of the funds requested were made available and hence the projects changed in scope. In other cases projects were not carried out over the time period for which funding was requested. An attempt was made to obtain information about projects during interviews, from the memory of respondents. However, this produced little specific information.

Exhibit 4-1 presents some outcomes of BWP projects and expenditures, for two fiscal years, primarily in terms of person-months of employment created. The scope of the project as planned and as actually carried out is presented for comparison purposes. It is evident that a large number of planned projects were not carried out. This resulted in a redistribution of effort and manpower for other projects, such that some projects were more extensive than planned, while others less so. The scope or implementation of plans changed primarily because insufficient funds were available, and because of delays in approval of funding packages (see Chapter 6).

During 1977, six projects were undertaken, involving approximately 159 person-months (or 13 person years) of on-reserve employment. As a result, about seven houses were

EXHIBIT 4-1: PROJECT OUTCOMES FOR TWO SELECTED YEARS, COMPARING ESTIMATED AND ACTUAL COSTS AND EMPLOYMENT

Project		No. of Employeea	No. of Person Months	PLANNED		No. of Person Months	ACTUAL		Comments & Outcomes
				Labour Cost	Material Cost		Labour Cost	Material Cost	
House Repairs	1977	12	44.2	27,013	16,275	60	33,029	22,314	Seven houses repaired; six workers trained in carpentry skills.
	1978	12	21.0	29,545	25,000	21	11,079	7,579	
Canoes	1977	6	22.5	20,400	16,675	6	4,080	4,439	Problems encountered in making loan & grant applications. Six men trained in art of canoe making. One 16 foot cedar/canvas canoe constructed, plus 6 canoes repaired.
	1978	8	7.3	16,980	10,400			2,624	Inability to get knot-free cedar.
Big Cove Toys Limited	1977	10	87.5	46,551		50	15,927	27,708	10 persons trained in toy making. Toys produced for test marketing. Staff increased to 20 persons.
	1978	20	138.2	84,847	1,453	1.5		720	
Multi-purpose Building	1977	7		10,692	20,000	21	14,900	26,519	2500 foot building built according to plan and close to schedule. Extension of 1250 sq. ft. started though not planned.
	1978					3.5	3,185	10,539	
Agriculture	1977	2	30.0						Could not find experienced band members for project.
	1978	4	15.6	8,682	1,000	2.5			
Subdivision Land Clearance and Commercial Recreation Site Preparation	1977	7	17.5	17,525	1,000	22.0	10,007	239	Road for subdivision continued
	1978	10	27.6	15,226	750				
Road for Commercial Recreation	1977	7	17.5	7,878					Project postponed to complete subdivision underbrushing (above).
Fish punts	1977	4	7.0	4,870	4,500			100	Postponed because carpenter completing another project.
	1978	2	8.3	4,617	4,500				
Floating Docks	1977	4	12	8,349	6,200			451	No docks produced. Financial proposal not complete by DIAND economic officer.
	1978	6	16.5	13,024	6,700				
General BWP	1978					3.5	2,542	2,624	Prepared multi-purpose building for canoes, punts and docks; constructed sample canoe and docks.
Instructional Services (Consultant)	1978	1		26,000			16,500		Consultant was hired.
Community Service Center	1978	12	55.3	35,717	38,150	56	34,829	39,414	
Simon Boat Ltd.	1978	4	35.9	15,600	11,000				
Oars	1978	2	5.5	4,341	1,000				
Band Maintenance Officer	1978	1	9.9	10,493	6,400				
Secretary	1978					12	6,240		
TOTALS	1977		238.2	143,278	65,400	159.0	77,943	81,470	
	1978		353.1	265,072	105,603	100.0	85,454	63,500	

Prepared by DPA Consulting Limited from Band submissions for funding and from documents provided by the BWPC on project implementation. No attempt has been made to reconcile totals with annual financial statements.

repaired, a multi-purpose building was constructed for the community and prepared for production of toys, canoes, punts and docks. A road for a subdivision was cleared.

Ten persons were trained in toy making, six persons in canoe making, and six in general carpentry skills. Sample canoes, docks and new lines of toys were developed for test marketing.

In 1978, several more houses were repaired, an extension on the multi-purpose building was completed, and a community service centre to house the firehall, police station and community ambulance was completed. Further road and site clearance for a housing subdivision was continued. About 100 person-months (8.3 person years) of employment was created. No records were provided to the evaluation team for the outcomes of BWP projects in 1979 and 1980.

Exhibit 4-2 presents an indication of the BWP objectives to which projects were directed, and upon which they have had some impact. The Exhibit also illustrates the orientation and anticipated impact of proposed projects, both those which have already been dropped and those awaiting funding.

Most projects undertaken by BWPC have been directed at the social and/or economic development of the Community. Most have also been directed at or provided some degree of job experience and have created some short term or longer term jobs.

Of projects implemented, about half have been directed at creation of long-term meaningful jobs and in the toy and canoe operations about 22 such jobs have been created. The other half of the projects were primarily directed at improvement of the community in the form of housing repairs and construction of community buildings. Though projects

EXHIBIT 4-2: BWP PROJECTS AND ACHIEVEMENT OF OBJECTIVES

	General Improvement of Community life (Social Development)	Job Creation and work Experience	Create Meaningful Long-term Jobs	Development of employable Skills	Development of Community Planning Capability	Reduce Social Assistance Dependency	Promote Improved Service Delivery and Greater co- ordination with DIAND and within DIAND	Community Economic Development
Construct Multi- Purpose Building	00	0		0	0	0		0
Construct Community Service Center	00	0		0	0	0		
Subdivision Land Clearance	00	0						
Management Training					00			0
Warehouse and Office space	0	0	0		0			0
Toy Factory	0	0	00	0	0	0		0
Canoe Operation	0	0	00	0	0	0		0
Research and Development	0	0	0	0	0			0
Commercial Recreation Site	0	0						0
Agriculture	00							0
Reforestation		0	0	0				0
<hr/>								
<u>Proposed Projects</u> (Now dropped or still awaiting funds)								
trout farming		0	0					0
fish punts		0	0					0
floating docks		0	0					0
oars and paddles		0	0					0
kiln		0	0					0
coop		0	0					0

0 indicates project has had some impact on this objective.

00 indicates project as had primary impact or is primarily directed at this objective.

were not directed at planning, most have been assessed to have contributed to some extent to the planning capability on the Reserve. The choice of projects and mode of implementation are not assessed to have contributed in any particular way, to greater co-ordination with DIAND or within DIAND, or improved service delivery. (See Chapter 6)

Proposed (not implemented) projects all tend to be economic in nature, aimed at creation of long-term jobs and the economic development of the community.

4.4 COMMUNITY BENEFITS FROM AND INVOLVEMENT IN BWP

BWP, in addition to providing fairly stable employment at BCTL for up to 69 reserve residents, as well as short term employment for some other residents, has also provided training. On-the-job training, particularly in operating large machinery, woodworking, furniture making, fibre-glassing, and the like has been provided at BCTL. In 1977 a carpentry course was sponsored by the BWPC, and attended by 50 reserve residents. Another course in business, marketing, and accounting skills was set up by the BWPC on the reserve. Though not deemed a success, this latter course was entered into not just as another way of occupying community members, or earning a few dollars, but rather because these skills were seen by the committee as sorely needed on the reserve. Similarly, the carpentry course has been integrated with other BWP initiatives. BWP has also resulted in the completion of several community buildings.

Since the beginnings of BWP on the reserve, community members at large have not been involved in decision making. Public meetings are not held, and no other means are taken to inform community members of BWP activities or intentions. One community leader suggested such attempts to involve or inform the community would be viewed as immodesty on the

part of the leadership. Prior to the introduction of BWP some efforts to involve the community were made. Some public meetings were held in connection with the "master plan". A community-wide survey to find out community needs was conducted by the Task force.

CHAPTER 5

5.0 PLANNING FOR COMMUNITY DEVELOPMENT AT BIG COVE

BWP was intended by the region and Big Cove Band as a tool for community development. The "improvement" of the community is to be accomplished by promoting and facilitating increased planning at the reserve level, and through promotion or implementation of economic enterprises and other employment generating projects for the community.

In this section we discuss:

- . the nature and extent of development planning at Big Cove prior to/and after the introduction of BWP
- . the structure and policies which have enhanced/imposed planning at Big Cove prior to/and after BWP

5.1 DEFINITION OF DEVELOPMENT PLANNING

BWP procedural guidelines and other documentation do not spell out exactly what is meant by planning or by development. A 1978 Departmental discussion paper entitled Socio-Economic Strategy - A Government/Indian Design Process, referred to in the Atlantic regional strategy paper, spells out the integral link between planning and development. Socio-economic development is defined as "the result of a process within communities whereby people choose to organize their social and economic activities in a planned fashion which is mutually supportive, and directed towards the achievement of a desired future state for the community".

There is clear evidence that some planning in the sense above, is being carried out at Big Cove and has been for some time.

5.2 EARLY PLANNING INITIATIVES

About 1968, shortly after the present Band chief was elected for his first term, some physical planning for housing was being carried out at Big Cove, and it was recognized that the Band would have to have some long term land use plans. In 1973 a Planning Report was developed for Big Cove using the planning services and capability of the DIAND regional office. The plan was concerned primarily with land use, and servicing of land, designating some areas for commercial, recreation or industrial, other areas for housing. In addition, projections as to population growth, future needs for additional houses, schools, etc. were made. This planning report was referred to by the Big Cove Chief as "the Master Plan", and taken as evidence that planning has been ongoing at Big Cove for some time.

The "Master Plan" was updated three years later in 1976. The plan was presented and explained to the community via a slide show and accepted and supported by the Band government. However, it has not always been followed in decisions for new housing, or the like.

The Master Plan has not integrated data or plans of a social or economic nature, and makes no suggestions as to types of enterprises or activities to be pursued in various locations. Moreover, the Master Plan does not define any "desired future state for the community". Given the acceptance of this planning effort by the band, it is regrettable that it was not more thorough in integrating some socio-economic development issues; it might have at least raised some of these issues.

An interview held with the regional planner, indicated that since the Master Plan revision in 1976, the planner has had little or no further contact with the Big Cove band. This means that over the four years that BWP has been in operation at Big Cove, the BWPC has not drawn upon the planning expertise of the Department. For the Atlantic region there is only one qualified planner, while the district offices have no planning staff. This allows little time for any individual band to make use of this resource.

In the evaluators' opinion, such a limited planning staff suggests something about the priority accorded planning by the Department. Given the emphasis on planning within BWP the limited resources committed to planning within the whole region is an indication of the level of commitment accorded to planning by the Department.

During the mid 1970's, the Department also attempted to develop a community profile of and for the Big Cove Reserve. A very extensive generalized document was prepared by DIAND headquarters to be filled in by the Regions and Districts in cooperation with bands. This project was accorded priority for a short time, by Headquarters and then with changes in staff, was allowed to lapse. Regional and District officers expressed reluctance to bother the bands for so much apparently trivial information. A profile document on Big Cove is available in the Departmental files, and has been partially filled in probably by someone in the band office. This was the only effort on the part of the Department toward the development of a coordinated community plan, and its significance as such did not seem apparent to the Department members questioned on the subject.

That early planning efforts involved much more DIAND involvement and direction than later planning efforts, suggests perhaps that the Department has now abdicated some of its responsibility because of being understaffed; perhaps that the Department itself has little planning capability; or alternatively, that the Department wished the band to take greater control over its own planning effort. The latter has certainly taken place.

Under BWP, bands can choose to use the Departmental resources in planning or other activities, or the band can hire outside expertise. During the past four years since BWP has been initiated at Big Cove, the assistance and expertise of a number of CESO workers has been drawn upon. The effectiveness of using CESO workers has been a controversial subject. Band members expressed that they have found the services of CESO persons invaluable assistance in providing planning, management and business skills and training. More recently the BWPC has employed a full-time consultant to assist with the planning, with developing a marketing strategy for BCTL, as well as with other aspects of BCTL operations.

5.3 SOCIO-ECONOMIC PLANNING ON THE RESERVE

In 1974 the Chief and Council recognized the need for a person on the reserve whose full-time responsibility lay in development planning for the Big Cove community. A position was funded for three months, and then for one year. A Task Force chaired by the paid band development worker and consisting of band members, Departmental persons, and Union members, began to meet several times per month for the purpose of planning for community development.

5.3.1 The Band Work Process Committee (BWPC) Structure

BWPC and Council: The BWPC was established out of the membership of the earlier Task Force (excluding non-community members). The BWPC is one of several committees on the reserve which report to and are responsible to the Chief and Council. In actual practice the reserve committees have a high degree of autonomy. Not only are the committees responsible for evolving plans of action, or for recommending actions to council, but they are actively involved in the implementation of committee plans and activities. The BWPC not only initiates projects, but subsequent to council approval is also responsible for carrying out the project, and making the day to day decisions about projects. The council itself relies heavily on the judgement of the BWPC, and has not interfered greatly, or attempted to control or redirect the committee's activities.

The membership on Council has been relatively stable at Big Cove, since the BWPC was formed, with the same Chief throughout the period, and no wholesale or large scale turnover of Council membership. The committee has retained the general support of the chief and council throughout the period. This degree of council stability and support for the BWPC is of key importance in explaining the effectiveness of this committee.

BWPC Membership: When the Big Cove Band agreed to participate in BWP, it was recognized by the BWPC and the Chief and Council that the committee should have a stable membership which would be able to carry through on the various initiatives, and would be involved long enough for the reserve to benefit from their experience. All members should therefore have employment on the reserve, preferably in the Band office.

The membership of the committee has, for the most part, been stable and continuous over the four years of participation in BWP. As well, most of the members also participated in the Task Force prior to the BWPC. The committee membership has included:

- The Band Chief
- The Band Economic Development Committee Chairman as BWP Co-ordinator
- A Local Government Advisor employed by DIAND but operating out of Big Cove
- The Manager of Big Cove Toys
- An Employment and Immigration Commission Counsellor
- Alcohol and Drug Counsellor with the Union of New Brunswick Indians

As this list suggests, the BWPC membership is made up of individuals with other full-time salaried positions who bring to the Committee particular expertise and experience in addressing community needs and problems.

The BWPC composition, while having certain advantages, also has decided draw-backs. In holding full-time positions apart from the BWPC, all members contribute to the committee on a voluntary and part-time basis. Further, by having as the norm that all members be paid, non-employed volunteers are excluded from participation.

The very stability of the committee is also a form of exclusivity and potential stagnation in that it is difficult to increase the size of the committee or change the membership.

In this way, many new ideas and approaches may be excluded, certain talents are underutilized, and fresh energy and enthusiasm are not capitalized upon. For instance, for the past two or three years the Band has had nine or ten university graduates who live on the reserve. About five of these are presently unemployed. This resource of young university graduates has not been used by the BWPC to date, though some efforts have been made to do so.

This weakness was identified by the committee itself at the end of its first fiscal year (March 31, 1977). It was felt that for the BWPC to become really effective, it required a co-ordinator for each project. In an attempt to enlarge the committee, a course for management training was arranged for all interested reserve individuals, to be provided by the Community College in Moncton. Reserve entrepreneurs were particularly encouraged to attend the course. The course was to run from September 1977 through April or June 1978 two nights a week on the reserve. Topics covered were to include management process, marketing, finance accounting, personnel management, payroll, etc. Problems arose with the course contents and instructors, however, which resulted in the cancelling of the course.

Since that time, the BWPC's method of dealing with their limited membership, has been to contract outside consultants as the need arises. The committee has drawn substantially from the expertise available through the CESO program (there have been at least five CESO workers associated with Big Cove and BWP since 1976). In addition, the BWPC has contracted on a full-time basis, a consultant on leave from DIAND, to assist them in the development of a Community Plan, and working to establish Big Cove Toys Limited on a firmer economic footing.

5.3.2 Development Planning and the BWPC

As has been pointed out in Chapter 3 of this report, the focus of BWPC activities has been to provide job experience on either a short or long-term basis to Big Cove residents. This job experience would be provided through employment on various projects directed towards the socio-economic development of the community. Projects selected for inclusion under BWP were not to be make-work projects but rather elements of what would become the reserve's overall community development plan.

The types of projects considered or initiated included both short-term projects providing services for community members (such as housing repairs) and more commercial projects intended to experiment with potentially viable economic possibilities (e.g. production of oars, punts, canoes, toys, floating docks). One element inherent in the choice of projects was their tendency to draw on the skills and abilities of reserve residents, and to build on these. Woodworking and carpentry became a central element of most BWP projects.

It was early defined as a role of the committee to determine number and type of position per project, person months, total funding requirements and potential funding sources. The mandate of the BWPC as stated in early committee minutes was as follows:

- . to examine all proposals for Band work projects;
- . to recommend to Band Council acceptance or modification or rejection of the proposals;
- . once approved by Band Council, to implement projects;
- . to establish procedures for control of all funding income and expenditures.

The proposals referred to above, to be examined by the committee, tended also to be generated by the committee. Proposals for projects were also already available for some time through the earlier efforts of the Task Force, the council and the Band Economic Development Committee. Rudimentary accounting systems have been developed to allow the band auditor to prepare annual financial statements. Most of the Committee's time and effort however, has been expended in preparing packages of projects for funding, and in implementing and managing the funded projects.

In the BWPC's first year of existence it developed some eight projects for funding under BWP. These included house repairs, production of canoes, toys, fishing punts and floating docks, construction of a multi-purpose building, and cutting underbrush for a subdivision and commercial/recreation site. Total funding requested for this initial submission was \$200,365 of which the committee received a commitment of some \$86,000 or 43%.

In explaining the lesser amount the then Director General Atlantic Region wrote: "I realize that such limits for Departmental funding may provide problems for your Advisory Committee... I have explored all the possible sources of which I am aware and in view of the initial limitations being placed on our friends, I believe there to be little likelihood that any additional monies will be made available during the remainder of the fiscal year." One of the implications of this reduced budget was that a number of the projects could not be implemented as intended.

For this analysis the real significance of the reduced budget concerns the fact that the BWPC spent 3 months developing projects for which funding was not available. This was a waste of the committee's time and energy, and further is likely to act as a deterrent to taking seriously

the BWP, planning in general, and perhaps the good faith of the Department in promoting BWP. (See Chapter 6)

The lack of fit between the budget requested and that asked for could be shrugged off as bands always asking more than they expect to get. However, the institutionalization of this as a habitual occurrence works against serious planning endeavours. It suggests lack of coordination and communication between the BWPC and Departmental personnel responsible for the implementation of BWP. In fact BWPC minutes indicate that establishing and maintaining communication with the Department at the district level has been perceived by the band as a long-term problem. More communication occurs between the band and the Region; however, it has only been in the past 2 years that a person at the Regional office has been delegated responsibility for the BWP.

In the evaluators' opinion, the lack of an identifiable body or branch within the Department responsible for BWP has acted as a deterrent to planning at the band level as projects have tended to be developed with little or no input from Department personnel. This has probably contributed to a lack of understanding on the part of Department officials as to the intent or purpose of some of the BWP projects. Further it may have contributed to misunderstandings as to the timing or expected outcomes of certain projects and to increased mistrust among all parties. The BWPC has stated that much of the work it planned to become involved with was experimental in nature and as such required both time and money before results could be expected. In the Chief's words: "All our activities on the reserve are important to us and while development of some may not be as fast or appear to be as economically viable as other projects we believe that it is necessary for us to continue with even uneconomical or non-viable projects until we have convinced ourselves that they have no future for us or serve no

purpose in providing training and experience which cannot be obtained off the reserve; particularly in these periods of high unemployment."

Although BWP encourages "bottom up" planning, and local initiatives, this does not absolve the Department's role as facilitator in the planning process. For BWP to work effectively it requires the continued commitment of Department members, to be informed about band initiatives, to act where possible as advocate with outside agencies. The nature of coordination with the Department is discussed in Chapter 6.

The BWPC, LEAP, and the Management of BCTL: In the summer of 1978 the focus of the BWPC changed, occasioned by the band take-over of Big Cove Toys Limited. This was necessitated primarily in order to be eligible for LEAP funding. Management responsibility for the BCTL was placed with the BWPC and as a consequence the majority of its efforts were directed at the establishment of the operation as a viable enterprise. This has included securing additional LEAP funding for the operation; developing business and marketing plans; drawing upon outside marketing expertise; and even involving itself directly in the day-to-day operations of BCTL.

The time demanded by Big Cove Toys coupled with the limited BWPC membership has meant that the other economic development initiatives have been deferred by committee members. It is integral to the BWP concept that not only DIAND funds but outside (outside DIAND) funding be pursued by bands to finance their community development and job creation efforts. In fact the original framers of BWP refer particularly to the advantages of using LEAP funding for long term economic enterprizes. Big Cove has achieved substantial levels of LEAP funding, first to finance BCTL on

an experimental basis and for feasibility studies, and now to assist BCTL to become a viable economic operation. However, there are costs associated with acquisition of LEAP funding, in terms of achieving BWP objectives. Because of LEAP guidelines the BCTL came under the ownership of the Band. For a period of about two years the committee became almost completely absorbed by the need to get BCTL on a sound economic footing; to expand, and to be eligible for further more extensive LEAP funding. Other projects had to be set aside; more social development concerns were not addressed. Broader community planning was not possible with the limited resources of the committee and the time and energy commitments demanded by BCTL. On the other hand, BCTL is now being used as a base for the development of further and related economic enterprise. The committee has gained valuable business and management experience and insight. It is evident that implementors of BWP should be aware of and take into account this tendency of LEAP funding to move the band into narrowing its focus and concentrating its energies. It should also be noted that this may in part have been a necessary and positive influence for the Big Cove BWPC, in forcing it to acquire the skill and experience to carry through on an economic endeavor with longer term and larger scale implications.

With the contracting in the fall of 1979 of an outside consultant to take over the marketing and some other functions for BCTL, the BWPC has been freed to re-direct its attentions to the development of the deferred projects. The BWP committee is presently in the process of preparing a funding package for the reforestation (including a sawmill), agricultural, co-op and commercial/recreation projects.

5.3.3 The Community Development Plan

Procedural guidelines for the BWP stipulate the development of a community plan by all bands included in the BWP. The community plan envisioned by BWP is to be a band developed written plan covering about 5 years, which states where the community would like to go over that period, and a strategy or set of alternative modes for attaining stated goals and objectives. The plan is to include a development profile identifying current community needs and resources; community objectives and a strategy to achieve these objectives, including the identification of projects and endeavours that will contribute to the development of the community as outlined in the plan; the plan is also to include estimates of the operation costs of proposed projects, a time chart which indicates when projects would be implemented and completed; and finally identification of potential funding sources. To date a community development plan as such has not been developed by the Big Cove BWPC.

The absence of such a plan is viewed by some Regional personnel as evidence that the BWP is not working as intended at Big Cove and that in fact, the experiment can not be said to have been a success until such a plan is developed. In the evaluators' assessment, based on a review of the BWPC minutes, and extensive interviews held with other Department officials, CESO volunteers, as well as the BWPC members themselves, the lack of a written-down community development plan is not synonymous with the lack of planning at Big Cove.

The activity of defining community needs and goals, seeking out resources, defining projects, estimating costs of projects has been going on at Big Cove for some years. Each of the BWP submissions for funding to the Department and to LEAP contain some aspects of planning as described. Each,

however, falls short of a coordinated plan with more than short-term projections. The projects included in these submissions are not always well integrated with the total package. Alternate funding sources were not usually identified; planning efforts, and development of packages of projects have tended to be focussed on the immediate future, and have sometimes been rather ad hoc. The thread or germ of an integrated overview to the development of the Big Cove reserve and community is only now in the process of being articulated to be included in the written comprehensive plan intended to be ready by the autumn of 1980.

Over the BWP time period the committee has progressed from the stage of generating ideas to the actual implementation of the ideas. The individual committee members have acquired practical planning knowledge; they have progressed from requesting Department assistance in drawing up funding proposals to developing sophisticated business plans on their own. The committee has learned to draw upon the expertise of outside consultants as required without losing overall control. The committee has participated in feasibility studies, developed market strategies; individual committee members have participated directly in marketing for BCTL.

Funds for BWP are to be allocated only on the basis of a community plan and development strategy based on that plan. A lesson to be learned from the Big Cove experience appears to be that Bands who have had little experience or contact with planning are not able to create a comprehensive community development plan which will serve the planning needs of the community. Without knowing from first hand experience the reasons of planning; without having developed a collective view of desired future states for the community; without training in various planning, accounting, and management skills, the creation of a useful community plan

is an unrealistic expectation. Perhaps this is why almost no bands involved in BWP have evolved community plans.

The lack of development of community plans by bands suggests a desirable role for the Department as facilitator for the band development of plans. It suggests that bands should not be required to develop plans when they are not ready to do so. It suggests that bands who are not experienced with planning for future development are unlikely to be able to simply develop a plan unaided, that will be of use to the band and will be followed by the band. If the plan is to be useful, however, it should not be developed by DIAND for the band.

Big Cove proposes to have a satisfactory community plan completed by the end of 1980 and the level of present efforts in this direction suggests a good workable plan will be completed this year. The BWPC perceives the need for at least a five year plan to forecast and facilitate future developments. They also see the need for having such a plan written down and spelled out.

5.3.4 Monitoring and Recording Practises

Over the course of the evaluation difficulties were encountered in the collection of data ideally required for the preparation of this report. No systematic files or documentation were kept by the BWPC on the steps taken for each BWP initiative or project; financial records were not maintained by project; employment records by project were not maintained on a consistent basis; records detailing social assistance savings per employee per project do not appear to have been kept. Similarly, no effective mechanisms have been put in place which would allow for the accountability of BWP at Big Cove.

At various points over the 4 years BWP has been operating at Big Cove, attempts have been made to introduce an information/documentation system to the BWPC. Some were initiated by Ottawa as part of BWP procedures; these attempts do not seem to have produced results however, possibly due to the fluctuations in BWP policy at the Department level. Additional encouragement came from a CESO volunteer working with the committee but with little results. (See Appendix D).

The only documentation available at the band level of BWP at Big Cove, is through a set of BWPC minutes and the several BWP and LEAP funding packages prepared by the committee.

The relevance for planning of maintaining a consistent and complete set of records, lies in the planner's constant utilization of statistics and other data. One danger of not recording data pertinent to each BWP project is that information will be lost to the planning process whenever a committee member responsible for a given project leaves the BWPC. The maintaining of a complete record of events, outcomes achieved, problems encountered and the like allows a group such as BWPC to learn from their experience. An additional reason for maintaining an information system lies in the efficiency allowed by ready access to information.

CHAPTER 6

BWP AS A PROGRAM DELIVERY MECHANISM

BWP is referred to as a process because it is intended to facilitate or bring about change in the Department's and band's modes of program delivery. BWP is to enhance communication and cooperation between and among divisions and levels within the Department, other government departments, and between the Department and band.

A key feature of the rhetoric of BWP is changes in funding arrangements between the band and DIAND. The nature of communication, cooperation and funding under BWP and changes brought about in these through BWP will be the subject of this chapter.

Many of the problems with BWP as a delivery mechanism have been discussed in the three regional Developmental Applications of Social Assistance Funds evaluations, referred to in Chapter 2. Many of the problems discussed in these evaluations were problems directly experienced by or affecting Big Cove. In other cases, the experience of Big Cove is in direct contrast to the findings of these reports. A summary of the findings of these evaluation attempts have been included here.

6.0 REGIONAL EVALUATIONS OF BWP

Three regional evaluations of BWP have recently been completed by DIAND and reviewed by DPA Consulting.

6.0.1 Alberta

An Alberta Evaluation of BWP completed in 1979, concludes that the process was not implemented as intended. It resulted in little long term employment, little training integrated with jobs, and little if any reduction in social assistance. More specifically, BWP has not, in most cases, been used to strengthen planning at the band level, and has not improved the coordination of available resources. Regional strategies and Community Development Strategies have not been adopted; training components have not been integrated to assist participants, and there is no evidence to indicate a reduced dependence on social assistance.

Most bands are creating few jobs and bands are not creating long-term (continuing) employment (average duration, .28 person years per job). Proposals are approved in an uncoordinated fashion; no selection criteria have been developed, and most bands have not submitted monthly reports. The Alberta report concludes, however, that new developments are permitting a more coordinated approach to program delivery.

6.0.2 Quebec

In the Quebec region the BWP has been used by seven bands. To deal with the limited amount of funds available, the region adopted a strategy of allowing only one development project per band to be implemented under BWP. The emphasis has been on employment creation.

An evaluation of BWP in Quebec completed in 1980, concludes;

- . Clear regional policy and procedures on BWP are only in the process of being developed.

- . Few bands have participated in BWP.
- . Few bands have really started to plan.
- . No band has developed an annual strategy.
- . BWP has, as yet, not led to the creation of many person-years of work or, generally, to the development of band plans relating to the development of their communities. There are isolated instances, however, of its use in bands which demonstrate the potential of the process.

6.0.3 Atlantic Region

In the Atlantic region, BWP has similarly been recently evaluated, as one type of developmental application of social assistance funds. Some conclusions about the present operation and effectiveness of BWP include:

- . To date no band has submitted a detailed long-range community development plan.
- . District staff members appear to have a limited knowledge and understanding of BWP criteria.
- . DIAND is viewed as the principal source of funding for band projects. Little concentrated effort is being made to identify or negotiate "outside" sources of assistance.
- . The process of reviewing band submissions under BWP is not well implemented at present, primarily because of misunderstanding of the respective roles and responsibilities of review committees between District and Regional office. As well the review process is aborted

at both levels in those instances when bands initiate discussions directly with senior departmental managers and receive commitments for funding of band projects. Projects are not always evaluated as a whole. The district office review committee looked at components of submissions and made funding recommendations concerning these only.

The region has attempted to develop an annual regional strategy as the basis for funding from headquarters. It is intended that individual band community strategies be an integral component of the regional strategy. Where the community strategies have been late or non-existent this has hampered the development of a regional strategy.

6.1 INTERNAL COORDINATION OF DIAND DELIVERY SYSTEMS

There is little evidence that implementation of BWP at Big Cove has contributed to increased coordination, cooperation and improved program delivery within DIAND.

In the perception of the evaluators, and those interviewed, headquarters has not provided sufficient guidance or direction for BWP. Persons interviewed in the region suggested that only one person who had been involved with BWP in 1975 or 1976 presently has some responsibility for BWP, although he also has many other responsibilities. It was also suggested that perhaps one other person understands BWP, and that person is within the Evaluation branch. When reports or requests are sent to Headquarters they are either not responded to, or are addressed by "very junior officers" at Headquarters. The general perception of persons associated with BWP in the region is that Headquarters has left the regions to float along and carry BWP as best they can without support from Headquarters. Persons interviewed from the Atlantic Region DIAND suggested that all regions

had interpreted BWP somewhat differently; that in fact the Atlantic Region was very much out on a limb in how they were interpreting and choosing to implement BWP.

Within the Regional office there appears to be generally a low level of commitment to BWP among DIAND division heads and staff not directly responsible for BWP. Though the development of coordinated strategies and management capabilities were an espoused goal of BWP, the Department's planning division has been little involved with BWP. No BWP regional strategy has been developed until the past month or so. No criteria have been developed to assess proposals for funding. A committee structure for judging BWP proposals from bands has been in existence for about a year, and has met several times. However, executive decisions committing funds to bands are frequently made without first passing the proposal through the committee review process.

The District office has been little involved with BWP. Whereas business service officers were actively involved in an advisory and resource capacity in the mid 1970's, they now visit the Big Cove reserve rather infrequently.

Until the past year, no one at the District office had responsibility for implementation of BWP. For the past year it has been defined as part of the responsibility of the Economic Development program officers. From the point of view of the District, BWP was not in place until this year. The fact that it has been operating at Big Cove for four years without the direct knowledge, understanding, or contribution of the District office, illustrates that rather than promoting communication and coordination, BWP has been an instrument over which there has been perhaps less coordination and communication than other programs. It is also apparent that the Big Cove band has learned to largely operate independently of the services of the District office.

BWP and Economic Development appeared to be competing programs within the Department; District Economic Development officers expressed the perception that the Economic Development program may be discontinued, and replaced by BWP. Business services officers found the two programs somewhat contradictory, as well as competing with each other to some degree. The guidelines and procedures for BWP were viewed as more confusing and elusive than those for the Economic development program. Business service officers found it problematic to report to two different program directors in the regional office, one coordinating BWP, and the other directing the Economic Development program. It was also perceived as confusing or contradictory that the two districts within the region implement BWP under different divisions, with Nova Scotia handling BWP through Local Government and New Brunswick through Economic Development. The net result was that the District personnel appeared to have a generally low commitment to BWP and its purposes.

When asked about BWP, District officers tended to focus on different issues than the Band or Region. While the regional coordinator of BWP focused primarily on getting planning structures in place, the band focussed mainly on issues of community development. The District officers, on the other hand, emphasized the economic viability of projects implemented at Big Cove; and the high costs and risks associated with promoting Big Cove Toys as a viable economic enterprise. The District persons interviewed clearly did not agree with the course embarked upon by the band. The District persons interviewed approached issues from a "business" orientation; all had worked in the business or financial world before working with DIAND. From such a perspective, the experimentation and socio-economic development concerns of Big Cove are viewed more critically, and somewhat different criteria applied.

These views have been presented to illustrate that the band, and offices of DIAND are not all working together in a particularly coordinated fashion to implement BWP. In the judgment of the evaluators, the level of "trust" between the District, Region, and Band are not very high. The level of understanding and acceptance of the aims and motivations with respect to BWP of each party by the others are relatively low, given the nature of BWP as a process to promote increased coordination. This matter is discussed further later in this chapter.

The way BWP differs from most other development programs is that it encourages a "bottom up" approach to development. The region did not want to evolve a regional strategy without input from bands. Headquarters abdicates responsibility for BWP perhaps because it means "bottom up" development. However, as pointed out in earlier sections, BWP has been interpreted in many different ways; has been constantly misunderstood within the DIAND, from the District level to Headquarters program directors. This is a result of the lack of clear direction from Headquarters, and the lack of commitment to BWP by the Department generally. This is not the same as giving bands a free rein to develop their own strategies. Without adequate understanding, the Department at all levels is likely (and has) thwarted BWP implementation rather than facilitated its implementation at the band level.

6.2 DIAND DELIVERY SYSTEMS AND LEAP

There is some evidence that LEAP and DIAND coordinated efforts effectively to achieve the objectives of the BWPC at Big Cove. The Department agreed to fund certain portions of the Committee's submission to LEAP that fell outside of LEAP's mandate, (e.g. building materials). On the other

hand, LEAP's involvement contributed for a time, to the narrowing of the Committee's energy and attention to managing of Big Cove Toys and Canoes at the expense of other more social development oriented projects. This concentration may have been necessary, given the Committee's structure and time commitments. LEAP has agreed with and supported the experimental and developmental approach of the band and has not demanded that the band show immediate viability, or provide a maximum number of jobs.

6.3 FUNDING ARRANGEMENTS FOR BWP AT BIG COVE

Exhibit 6-1 and 6-2 show the revenues and expenditures for three years under Band Work Process, as provided by the band's annual financial statements.

Attempts were made by the evaluators to compile a chart showing for each year of BWP, funds requested, funds received by source, anticipated costs per project, and actual costs per project. This information could not be compiled for several reasons:

- . the period for which funds were requested each year changed and from one year to the next varied as to the time period for which funding was requested.
- . yearend reports allocating funds to projects were not consistently compiled
- . many of the projects for which funds were requested were not carried out, because funds were not made available, or because of other contingencies; but no documentation of this was available.

EXHIBIT 6-1: BWP REVENUES BY SOURCE 1976 TO 1979

	<u>Aug 1976 to</u> <u>Mar 31 1977</u>	<u>%</u>	<u>Apr 1, 1977</u> <u>to</u> <u>Mar 31 1978</u>	<u>%</u>	<u>Apr 1, 1978</u> <u>to</u> <u>Mar 31 1979</u>	<u>%</u>
Dept. of Indian Affairs	\$ 69,600	40%	\$114,022	57%	\$145,355	37%
Economic Development					134,312	34
Social Assis- tance Funds	52,928	31	33,262	33	30,720	8
Other Revenues	951	*				
Band Funds	3,000	2				
Education	10,035	6				
Big Cove Toys	7,000	4				
BWP Funds	30,000	17	7,597	4		
LEAP					87,798	22
Canada Works			43,683	22		
Not Classified			67	*		
	<u>\$173,516</u>	<u>100%</u>	<u>\$198,632</u>	<u>100%</u>	<u>\$398,185</u>	<u>100%</u>

*Less than 1%

EXHIBIT 6-2: BWP EXPENDITURES BY TYPE, 1976 TO 1979

	Aug 1976 to Mar 31 1977	%	Apr 1, 1977 to Mar 31 1978	%	Apr 1, 1978 to Mar 31 1979	%
Housing	\$ 55,042	37%	\$ 22,565	12%		
Canoes	4,439	3	2,624	1	\$ 2,691	1%
Toys	30,142	21	28,172	14	231,483	62
Multi-purpose Building	41,732	28	13,723	7		
Underbrushing	9,650	7	3,969	2		
Simon Boats	3,296	2	11,664	6		
Punts	100	*			1,678	*
Docks	451	*			2,645	1
Secretary	2,380	2	2,482	1		
Agriculture			41	*		
BWP - General Expenses			16,066	9	7,764	2
LEAP (loan)			3,373	2		
Consultant's Fee			16,551	8		
Community Service Centre			74,243	38		
Recreation Centre (arena)					100,000	27
Repairs to Nets					1,903	1
Salaries					18,040	5
UIC					262	*
Travel					3,040	1
	<u>\$147,232</u>	<u>100%</u>	<u>\$195,423</u>	<u>100%</u>	<u>\$370,642</u>	<u>100%</u>

*Less than 1%

For these reasons consistent and systematic comparisons of actual and budgeted expenditures cannot be made. However, according to the yearend statement in 1978-79 fiscal year the \$398,185 of revenue received by the BWPC came from the following sources:

DIAND Contribution	\$144,000	36%
Economic Development	\$134,312	34%
Social Assistance Transfers	\$ 30,720	8%
L.E.A.P.	\$ 87,798	22%
Other - Income - Indian Affairs	<u>\$ 1,355</u>	<u> </u>
	\$398,185	100%

It is evident that, though the BWPC received funds from LEAP, 78% came from DIAND sources. Exhibit 6-1 compares the sources of funds for the first three years of BWP operations, as allocated by the Band's yearend financial statements. Social Assistance transfers account for about one third of funds for the first two years, and about 8 percent in the third year. In 1977/78 twenty-two percent of total funds were provided by Canada Works (for the Community Service Center) while in 1978/79 twenty-two percent of funds were provided by LEAP (primarily for Big Cove Toys). It is evident that the Department has been the major funder of BWP at Big Cove; rather than providing only "seed money" or short fall funding. This contradicts to some extent the intention of BWP. It suggests continued dependency on DIAND. It should be noted, however, that though figures were not yet available during the data collection phase of the evaluation, the Departmental proportion of funds used by the BWPC over the 1979 - 80 fiscal year has been considerably reduced. The band has shifted its dependency on funding away from the Department to some extent.

A proviso of BWP is that DIAND funds are to be drawn from differing DIAND branches or programs and not just from funds specifically allocated by Ottawa for BWP funds. The breakdowns as provided in Exhibits 6-1 and 6-2 do not make clear where funds came from within the Department. Records for the past four years on sources of funds and pooling of funds were not readily available at DIAND or from the band; and no one interviewed could supply this information.

It is also the intent of BWP that DIAND not be the sole or major funder of BWP, but that bands learn to make use of all available outside funding. To date, however this has not been feasible, and the majority of BWP funds have come from the Department. This has occurred for a number of reasons.

- . Big Cove band received little assistance (who to apply to for what; how to qualify; what is reasonable; what is available) from the Department in seeking out alternate funding sources, or in making out applications for outside funding.
- . Outside funding sources are not very readily available for long term projects (e.g. LIP, OFY, Canada Works)
- . Most persons in the Region and District, as well as the Big Cove Band have viewed BWP funds as "a pot", just another source of discretionary funds.
- . Bands in New Brunswick and the New Brunswick Union of Indians have objected on political and philosophical grounds to the idea of Indians going outside of the Department for funding.

The 1978-79 expenditures of \$370,642 were allocated primarily to two projects - the building of the recreation center (arena) and Big Cove Toys Limited. \$100,000 or 27 percent of 1978-79 BWP funds were spent on the arena, while \$231,483 or 62 percent of expenditures were made on some aspect of Big Cove Toys Limited. This illustrates that of the many development projects undertaken, not all are of equal priority. In fact, BWP has tended to be very focussed on one or two major projects, while giving much lower priority to other initiatives. The earlier Task force worked with a number of ideas developing each as much as possible. These ideas/projects and approach were carried over into the BWPC. The concentration of effort was demanded because of the low level of full-time person power available on the committee, and the large amount of time involved to implement such extensive projects, and administer such sizeable funds.

6.4 THE TIMING OF FUNDS

Each year the Band developed a package of projects which were coordinated to some extent. Each year an average of three months lapsed between submission of projects for funding and approval of projects by the Department. This delay had a number of effects. Since the band was not on a planning cycle which could take into account such delays, all development activities were "in a holding pattern" for that three month period; that is, the band could not make any commitments during the interval. They could not retain and train personnel, and often did not know whether a project such as Big Cove Toys would have to declare bankruptcy, or be funded for another year. Short-term interim financing was sometimes provided by the Department, and it was recommended to the Band that they temporarily "borrow" funds from the Social Assistance account or Education until the BWP submission was reviewed. The effect

of this was the reverse of planning, described as "flying by the seat of your pants". The BWPC did not know whether, for instance, BCTL would be bankrupt next week, or whether it was going to be able to expand and be developed into a viable operation. It is difficult to continue working on a marketing strategy, for instance, if you do not know whether your operation will receive its necessary base funding.

The delay interfered with the coordination and timing of projects, as planned by the BWPC. Planned starting dates were exceeded, and activities deviated significantly from what was planned. (For instance, the crew that was available to do housing repairs no longer had slack time because they were working on constructing a community building). Over the past year, during such a delay the bank reduced BCTL's overdraft privilege from \$24,000 to \$10,000. In short, these delays interfered with the ability of the band to retain credibility with outside funding agencies. More significantly it interferes with the ability of the Band to plan and coordinate their activities, the very thing which BWP aims to promote and facilitate.

The months delays resulted for several reasons. Budgets and funds were not always received by the region from Ottawa, when they were due. The Department's fiscal year begins in April, and often by the time BWP submissions are received all discretionary funds have been allocated.

Since the actual budget for BWP is very small, funds are to be drawn from many budgets and divisions within DIAND. This process of coordination assumes commitment to the concept of BWP by all divisions. It was suggested by those interviewed that such commitment was clearly not the case, and in fact, that most persons in the region and district were not knowledgeable about BWP.

The Treasury Board allocated \$2 million per year as BWP funds for all bands in Canada. (or about \$3,000 to 4,000 per band) The limited funds available for BWP are allocated either by executive decision or by committee review. Both means have posed some problem for planning and carrying out of development activities at Big Cove. By executive decisions, funds tend to be allocated without requiring that Bands meet the criteria set out for eligibility. With a committee review process, funds are viewed as a limited pot to be allocated among competing bands. The development of some bands can then be viewed to be taking place at the expense of others.

The band still often receives sufficient funds to start a project but not carry it through to completion, or to a sufficient stage of development to be viable on its own. This is the antithesis to planned community development, but is perpetuated by the funding arrangements under BWP. "Seed money" for projects can work if the money is part of a coordinated plan, and can be used to facilitate obtaining further money. Seed money provided when there is little chance of seeing a project to completion is the antithesis to promoting a planned approach to development.

There is some contradiction between BWP's broad and ambitious program and the low priority it has been accorded in the form of funding. BWP was designed to promote a coordinated or block funding approach by which funds from different programs can be drawn upon, and allocated as a lump sum to bands. For this to be successful it requires a higher degree of understanding of and commitment to socio-economic development and to BWP itself, than has been exhibited by most DIAND officials. Economic development efforts have been viewed by many in the Department as a failure, and hence a drain of funds to little useful end. BWP as one of many Departmental programs has difficulty

being viewed as a priority Departmental activity, deserving of funds and commitment from all other program directors.

6.5 BWP AND CHANGES IN DEPARTMENTAL DELIVERY

It became evident that although Big Cove Band was one of the first bands to participate in BWP, they did so on their own terms. According to the chief of Big Cove, "we did not take BWP because it was available, but because we need it". However, they felt that if they really adopted BWP it would set Big Cove back many years. "We took BWP in name only, so that we could have a committee on the reserve to do planning and promote the development of the reserve. The Department agreed to allow us to take the BWP on our terms."

As pointed out earlier, the band has continued to refer to BWP as a program while the Department refers to it as a process. If BWP is a program one would assume it were funded. The band agrees with the job creation, community development and planning aims of BWP. However, they do not accept certain of what they see as the "process" aims of BWP. As pointed out earlier, they have adapted the BWP committee concept in their own manner. The chief is resisting what he feels as pressure from the Department to move toward making of this committee into a separate corporate entity. The Union of New Brunswick Indians has been generally opposed to the idea of Indians going outside the Department for funding. The chief and other band leaders interviewed see BWP as an instrument being used by the Department to change the Department's role and responsibility toward Indian people, and to implement the intent of the White Paper of 1969. It is in this sense that they do not fully embrace the BWP, but rather see it as one of several programs to be used by the Band to further community goals.

There is some evidence that BWP is seen by the Department in the region as a tool to alter the Department's role and responsibilities in various ways. One of the formal stated DIAND goals for the Atlantic region states, "To work towards the reduction, redirection and/or redefinition of the function of Departmental staff as referred to by the minister earlier in 1978/79, with a view to becoming a funding and advisory agency". According to the regional coordinator of BWP, BWP is seen by the region as a way of "getting ready for the day when we are a resource funder and advisory agency." "We are using Band Development committees and Band Work Process to prepare Band Councils for an expansion of their role in future and to get the legislation to do so. New legislation, notably a revision of the Indian Act is required to provide the authority to use a block of funds in a developmental manner." Though these statements do not necessarily mean an implementation of the intent of the 1969 White Paper, such proposed changes have created insecurities among Indian people, and are perceived as a threat to ongoing projects/programs. The instability implied by proposed changes in basic orientation of the Department contribute to difficulties for bands in long range development planning.

BWP funding arrangements suggest a "block funding approach". Block funding is not at present a legal possibility, but appears to be being experimented with. Band leaders expressed some lack of acceptance of this action because, it again tends to work toward changing the role and responsibility of the government to the Indian people.

According to the regional coordinator of BWP, "the Director General wanted to distribute the \$1.2 million set aside for BWP on a per capita basis starting this year. We are trying

hard to get plans and structures in place, concentrating on getting community profiles done, and having bands develop community strategies; to get bands ready for self-determination."

In summary, BWP has not improved Department delivery systems. It has not received the priority or commitment from the Department at any level as predicated in the BWP philosophy and basic premises. This has created problems for the implementation of BWP at Big Cove, and has not facilitated and enhanced Big Cove planning and development initiatives.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.0 INTRODUCTION

This chapter is intended to summarize the major findings and conclusions of this evaluation. It is recommended that the Department review these conclusions with respect to the Big Cove experience, viewing Big Cove as a case study in the operation of Band Work Process. In particular, the Department should note the ways in which the actions or non-actions of the Department itself affect the success of a process such as BWP. If a "bottom up" approach to community development as implied by BWP is to succeed, the Department must recognize that it has been and continues to be a very important actor in any development and planning initiatives of bands, and must work to facilitate these efforts. The wrong actions on the part of the Department can easily unintentionally thwart community development.

Bands can learn something from the experience of Big Cove as to the kinds of structures and approaches which allow for and facilitate the creation or promotion of community development. The report provides a perhaps needed outside perspective on the BWP activities of the committee and band; and makes some suggestions as to how the Big Cove band and BWPC can improve its community planning and development efforts.

7.1 THE IMPACT OF BWP ON THE BIG COVE COMMUNITY AND THE
EXTENT TO WHICH IT HAS PROMOTED SOCIO-ECONOMIC
DEVELOPMENT AT BIG COVE

Community Impacts over Four-Year Period

- Over the 4-year period, the BWPC has initiated approximately 20 projects of which three quarters were developed beyond the initial planning stages. The BWPC has concentrated on one major project (BCTL) using it as a base for expanding into further projects.
- During 1977, six projects were undertaken, involving approximately 159 person-months (or 13 person years) of on-reserve employment. As a result, about seven houses were repaired, a multi-purpose building was constructed for the community and prepared for production of toys, canoes, punts and docks. A road for a subdivision was cleared. Ten persons were trained in toy making, six persons in canoe making, and six in general carpentry skills. Sample canoes, docks and new lines of toys were developed for test marketing.
- In 1978, several more houses were repaired, an extension on the multi-purpose building was completed, and a community service centre to house the firehall, police station and community ambulance was completed. Further road and site clearance for a housing subdivision was continued. About 100 person-months (8.3 person years) of employment were created. No records were provided to the evaluation team for the outcomes of BWP projects in 1979 and 1980.

Transition from Social Assistance to Employment

- Some progress has been made in the "transition from a mainly social assistance milieu to a work-oriented milieu". Sixty-nine persons within the community have worked in various full-time positions within BCTL. About 22 full-time stable jobs of the "meaningful long term employment" type have been created. Of the persons in these positions more than three quarters were receiving social assistance prior to their employment on a BWP project. In addition, many others have received "work experience" through BWP projects, particularly in construction-related activities.
- Of community members interviewed, the majority suggested that Big Cove residents want work; would rather work than receive social assistance; and expressed a desire for more work experience to change patterns of welfare dependency. Those employed on BWP projects suggested they felt fortunate to have a job.
- The orientation to employment creation at Big Cove has been toward the creation of stable long-term employment, and the provision of work experience. Turnover in the canoe and toy operations has been very low, with more than half of present employees having been hired in 1978 or earlier.

Training

- BWP has provided training in both management and planning skills for BWPC members; and woodworking skills for other Big Cove residents. Training has not been just a by-product of employment experience, but the types of training courses implemented show some evidence of overall planning for reserve development.

- On-the-job training, particularly in operating large machinery, woodworking, furniture making, fibre-glassing and the like has been provided at BCTL. In 1977 a carpentry course was sponsored by the BWPC and attended by 50 reserve residents. A course in business, marketing and accounting skills was also set up on the reserve; though the latter was not deemed to have achieved the desired ends.
- In developing BWP projects for community development, the committee has to draw upon on-reserve skills and abilities. Many projects have been developed around woodworking and carpentry skills.

Economic Development versus Social Development

- BWP at Big Cove has tended to focus more on economic development than on social development. This finding is substantiated both through an analysis of the various BWP projects, and the community survey undertaken for this study. Of the 20 initiatives undertaken by the BWPC, 4 were addressed to infrastructure, 3 towards social needs, while 17 towards the economic development of the community. When asked about problems and needs facing Big Cove today, community members tended to point to social rather than economic needs.

Other Community Perceptions

- Although no respondent in the community survey carried out by the evaluation team explicitly referred to the BWPC, all felt that significant change was occurring on the reserve and most referred to increased employment opportunities offered through BCTL and to the construction of the arena as ways in which life in the community had improved.

7.2 THE NATURE AND EXTENT OF PLANNING ASSOCIATED WITH BWP
AT BIG COVE

Planning Capability and Planning Approach

- It is the assessment of the evaluators that a planning capability has been established on the reserve; that planning is recognized as a necessary and important component of community development, and that a planned approach to development is beginning to become established at Big Cove.
- The BWP committee has been the focus of planning and development initiatives at Big Cove. The majority of the Committee's time and effort over the past four years has been directed toward preparing integrated packages of projects for funding; determining the feasibility of proposed projects, implementing, monitoring and managing BWP projects.

BWP and History of Planning at Big Cove

- All planning and development initiatives at Big Cove cannot be attributed to the introduction of BWP at Big Cove. In the assessment of the evaluators, the history of economic development and planning initiatives begins well before the introduction of BWP to Big Cove. A "masterplan" or planning report had been compiled in 1973 and 1976 through the cooperation of the Chief and the Department. A Task Force of both Band and DIAND members had been initiated in 1975 to plan for socio-economic development on the Reserve. The Band economic development program provided funds for a full-time person on the reserve to coordinate community development planning. Both the membership of the

earlier bodies and the issues they addressed, were carried on by the BWP. Planning and local economic development initiatives have, however, increased over the past four years of the existence of the BWPC.

BWP Committee Structure

- The Big Cove BWP Committee structure is fairly unique; in that its membership has been stable for many years; and it includes only persons who are paid workers on the reserve. These persons view their BWP committee work as a central aspect of their overall responsibilities however.
- One of the strengths of the BWP Committee lies in the support accorded it by the Big Cove Chief and Council over the past 4 year period. The BWPC is one of several committees at Big Cove which have a high degree of autonomy and acts as advisor to chief and council. The Committee both generates ideas and implements and manages ongoing projects. The band leadership relies heavily on the advice of the BWPC, and has not interfered greatly, or attempted to control or redirect the committee's activities.
- The BWPC structure and mode of operation has contributed to stability of membership providing an opportunity for members to learn from experience, and to acquire planning and business skills. However, in not opening up its membership, it has not tapped the ideas, talents and resources potentially available on the reserve.
- The continuity in BWPC membership, and in the committee's activities over the past four years has been facilitated in large part by the stable political leadership on the Big Cove reserve and by the fact that the committee has the full support of the Chief and

Community Involvement

- Community members at Big Cove have had little if any involvement in the decision-making aspects of the BWPC. While public meetings, a community survey and a newsletter were all means to obtain community input into the earlier Task Force's planning efforts, the BWPC has not continued this tradition of informing the community of planned activities, soliciting community input, or generally involving the community in decision making.

Progress Reports and Record Keeping

- The BWPC at Big Cove has not provided the Department with progress reports or other documentation of projects undertaken by the Committee. Similarly, the BWPC has not yet recognized the importance of monitoring and maintaining adequate records.

Community Development Plan

- Although a detailed long-range community development plan has not yet been developed by the BWPC at Big Cove, work on the plan is underway; a consultant to assist with the plan has been hired and the band anticipates its completion before the end of 1980.
- The experience of Big Cove band shows that it is unrealistic to assume that a comprehensive community plan can be developed before planning, management and business skills have been developed on the reserve. This is especially the case when little planning or other expertise is available from the Department as a resource for BWP committees.

Use of Outside Workers

- The BWPC has drawn upon the expertise of several CESO volunteers and one consultant on leave from DIAND to assist them in their planning efforts. Overall control and direction of the committee, however, has remained with the BWPC itself.

Outside Funding

- The band has succeeded in obtaining funding from two outside funding sources. They are beginning to recognize the advantages of alternate forms of funding and are learning how to apply and how to make themselves eligible for outside funding programs.

7.3 THE IMPACT OF BIG COVE BWP ACTIVITIES ON DEPARTMENTAL (AND BAND) PROGRAM DELIVERY SYSTEMS

Overall Impact of BWP on DIAND Program Delivery

- There is little evidence that implementation of BWP at Big Cove has contributed to increased co-ordination, co-operation and improved program delivery within DIAND and between Band and the Department at each level.
- Within DIAND, each level appears to be working in relative isolation, with respect to implementation of BWP. Co-ordination and co-operation is minimal.

Nature and Impacts of Co-ordination of Activities

- Although BWP has made a contribution to the Big Cove Community and has facilitated the creation of economic enterprises, long-term jobs, and increased planning at Big Cove, these activities have not been greatly

facilitated or enhanced by the nature of co-ordination and co-operation between and among the Band and different levels of Department persons administering BWP.

- Though initiated by Headquarters, it is the perception of Region, District and Band persons that Headquarters has provided little support or guidance for BWP. The low perceived commitment of Headquarters and guidance as to the intent of BWP has contributed to many misunderstandings and misperceptions about BWP and its purposes; varied interpretations; and to BWP being given relatively low priority among most Region and District staff.
- Within the Regional office, BWP has not received a high priority among program directors. No criteria have been established for evaluating BWP submissions from bands; funds have frequently been committed to bands by executive decision rather than through the constituted committee process.
- The District office has been little involved with BWP. Business service officers visit Big Cove infrequently; until the past year no person or group had responsibility for implementation of BWP, and hence BWP is perceived to have been started only over the past year. Business service officers interviewed find BWP aims and implementation structures confusing; and suggested little confidence in or support for the community development initiatives at Big Cove.

Trust and Co-operation

- In general, the level of trust between and among the various levels of DIAND and the Big Cove band, is

insufficient for Big Cove to efficiently and effectively achieve the objectives and intent of BWP. The band has always referred to BWP as a program rather than a process, and claims to have adapted BWP to its own ends. BWP is seen as part of the Departments' overall policy of divesting itself of responsibility to Indian people.

Co-ordination with DIAND and Impact on Planning

- The BWPC perceives the policies and procedures of BWP to have constantly changed over the past 4 years. Department personnel implementing BWP have changed frequently contributing to problems in communication and co-ordination. The BWPC feels insecure in planning for the future because DIAND is changing its structure and policies. The lack of stability in band/department relations is a key problem for planning for the future.
- Several problems were experienced by the band in co-ordinating with DIAND's annual budgetary periods. For instance, the annual cycle of applying for funds each fiscal year was found largely unworkable by the BWPC when dealing with an economic project of the scale of Big Cove Toys Limited. This necessitated the BWPC acquiring outside funding from L.E.A.P.
- Long delays in approval of proposals result in hardship for ongoing economic projects on the reserve, and impede planning on the reserve. In addition to great insecurity about the continuity of ongoing projects, and new projects, delays interfered with co-ordination and timing of projects, and adversely affected the bands credit rating and overdraft privilege with the bank.

Impact of BWP Funding Arrangements

- Of BWP projects submitted for funding by Big Cove, many were not funded; hence not carried out. This resulted in an redistribution of effort and person power for other projects, such that some were more intensive than planned, and others less so. In short, the band, lacking knowledge about the level of funds available, spent several months each year planning and developing projects for which no funds were available. This acts as a deterrent to planning.
- The band still often receives sufficient funds to start a project but not carry it through to completion, or to a sufficient stage of development to be viable on its own. This is the antithesis to planned community development, but is perpetuated by the funding arrangements under BWP. "Seed money" for projects can work if the money is part of a co-ordinated plan, and can be used to facilitate obtaining further money. Seed money provided when there is little chance of seeing a project to completion is the antithesis to promoting a planned approach to development.
- There is some contradiction between BWP's broad and ambitious program and the low priority it has been accorded in the form of funding. BWP was designed to promote a co-ordinated or block funding approach by which funds from different programs can be drawn upon, and allocated as a lump sum to bands. For this to be successful it requires a higher degree of understanding of and commitment to socio-economic development and to BWP itself than has been exhibited by most DIAND officials. Block funding as such has not been practiced.

- The Department has been the major funder of BWP, not just provider of "seed money" or short-fall funding. Band, Region and District persons have viewed BWP funds as a "pot", as just another source of discretionary funds. This has worked against many of the process and planning aims of BWP.
- Over the past two years L.E.A.P. funding has had a significant influence at Big Cove. L.E.A.P. funding is seen to have certain advantages as well as drawbacks with respect to achieving community development. The four year funding period provides a business with a greater likelihood of achieving viability. L.E.A.P. funding at Big Cove resulted in a concentration of time and energy of the BWPC on one or two major projects. This concentration is both positive and negative. Certain important development initiatives were neglected. Overall planning for the community, and the development of a community plan were set aside. On the other hand, the committee has been forced to acquire the business, planning and management skills to carry through on a large scale project.

7.4 RECOMMENDATION TO THE BWPC

- That the Committee expand its membership by at least one or two more persons. The band manager and the pool of recent university graduates should be considered.
- That the BWPC expand the proposed computerized accounting system for BCTL to provide a management information system for BWP activities. (Included could be data on employees per project, turnover per project, wage levels, source of funding for projects, welfare savings, etc.)

The proposed computerized information system, or the types of forms found in Appendix D, if implemented, would provide the basis for progress reports, monitoring and all accountability procedures required by DIAND and other funding agencies. For this reason it is recommended that BWPC not continue to ignore some form of information system.

- That the BWPC again attempt to run a course on the reserve geared to practical business and management skills, accounting, marketing and the like, for potential entrepreneurs and other interested persons.
- That at least one member of the committee be primarily responsible for social and human development problems at Big Cove.

7.5 OTHER RECOMMENDATIONS

- The Department should seek to acquaint the bands with the regional strategy currently being devised, seek their input and approval, and consistently use the strategy as the basis for funding of proposals and other policies under BWP.
- If BWP is to continue, the Regional office should acquire the services of at least one planner, trained in socio-economic and community development, and whose orientation is compatible with the BWP concept of bottom up community initiated development. This person would act as a resource for bands in developing community plans, in making submissions for funding, and in co-ordinating with government bodies. As a resource person, he/she should not be part of the committee which allocates funds.

BIG COVE BAND WORK PROCESS EVALUATION

APPENDICES

DPA CONSULTING LIMITED

July, 1980

APPENDIX A

BIG COVE EVALUATION

TERMS OF REFERENCE

Big Cove BWP/LEAP Evaluation

TERMS OF REFERENCE

I. The Band Work Process: Basic Characteristics

A major policy thrust of the Department of Indian and Northern Affairs in recent years has been the devolution of Departmental authority and management to Indian communities. In part reflecting this thrust, the Band Work Process (BWP) was conceived and approved by the Treasury Board in 1977. (TB 74348 August 9, 1977).

The fundamental characteristic of the BWP derives from the fact that it is not a program as such, but a "process" to implement various programs coherently. Its emphasis is on the greater Indian management of their community and on the increased responsiveness to Indian community needs. Based on a community-initiated, long range plan aiming at the socio-economic development of the community, it intends to facilitate a comprehensive approach to deal with the community socio-economic problems in general and the problems of unemployment in particular.

More specifically, the uniqueness of BWP in comparison to the conventional modes of program delivery arises from two operational principles/devices:

- a) It is essential that the development and management of BWP in a particular Band are in the hands of people of that community. Bands are expected to develop their employment strategy within the framework of their general community development plan. That is, each participating Band is required to take a leading role in defining the community needs and development strategies and to initiate specific programs to generate long-term jobs, including provision of employment training, thereby reducing dependency on social assistance. This systematic, planned approach reflects the emphasis of BWP which is less on the resolution of immediate and/or seasonal unemployment related problems and more on the development of medium and long-term means to cope with community-wide socio-economic problems.
- b) BWP enables Bands not merely to consider that all resources including social assistance are interrelated, but also to apply all those resources in a coordinated manner through the development of a community plan to maximize the overall impact in the achievement of Band developed objectives.

Based on these fundamental concepts of Band initiated community development plans and employment strategies, the activities under BWP would be well planned and coordinated job-generation and job-training projects at the Band level. In more concise terms, the objectives of BWP can be stated as follows:

- 1) Efficient generation of long-term employment through the provision of employable skills.
- 2) Improvement of community life.
- 3) Institutionalization (or forming a habit) of ~~long-term~~ social/economic planning at the Band level for the self-management and the synchronized service delivery in the long-run.

II. Policy Concerns

The Band Work Process, if implemented to its original intent, affects every aspect of a participating community. Consequently, it touches upon various policy concerns of the Department of Indian and Northern Affairs. Without placing any order of importance, the following can be identified as a list of key Departmental policy-concerns:

a) Local Government Principles

- To what extent does the notion of the BWP enhance the local government principles on the Indian management of their community?

b) Financial Management and Funding Mechanism

- In what way, does the financial flexibility provided by the BWP affect the management of community finance?
- Is is a better way to response to community needs?
- How does it enhance local government authority?
- What way does it suggest to implement the "consolidated" funding method?
- Implication for increasing operating costs resulting from BWP project activities.

c) Socio-economic Development/Employment

- To what extent does it stimulate economic development in responding to the community needs and aspiration?
- To what extent does it generate employment related benefits such as the reduction of the dependence on the transfer payment?

d) Decentralization and Accountability Issues

- What kind of generalization can ^{be} ~~we~~ obtained so far as the issues related to establishing balance between further decentralization and accountability/control?

III. Evaluation Terms of Reference

Reflecting these Departmental policy concerns and the national BWP evaluation thrust earlier defined, the following are the terms of reference for this evaluation exercise

a) Examinations of Impact of BWP on the Community

1. Job Creation at the minimum possible cost.
 - a) The number of (long/short-term) jobs created.
 - b) Reduction of social assistance in the Band and/or Region both in terms of ^{case} load and dollars. If no reduction, why not?
 - c) Individual acquisition of long-term employment and/or marketable occupational skills/habits.
 - d) Provision of other like skills and experiences including negative consequences.
 - e) Motivational change (efficacy, confidence, hope/despair and work habit) among participants and its impact on their family/relations.
2. Effectiveness of a specific project proposed.
 - a) Increased amount of total services provided to the Band (facilities, service efficiency, e

3. Effect on overall measures of social stability (e.g., children in care, alcoholism, health status etc.)
 4. "Spill-over" social and economic effects on the surrounding communities.
- b) Assessment of BWP as a tool/concept for the development of Bands and DIAND program delivery.
1. Examine the activities of BWP and/or LEAP in terms of:
 - a) Organizational arrangements for implementing the BWP/LEAP programs and backgrounds/history of their development.
 - b) Operational problems the BWP Committee or the Band Council had to deal with;
 - c) The BWP Committee's relationships with the Band Council in the areas of policy-making and decision-making;
 - d) Role of the BWP Committee in the socio-economic planning.
 2. Funding Mechanism in the BWP Operation
 - a) Operational assessments of the existing funding mechanism and reporting and control procedures. What are the Band's financial arrangements with DIAND and how effective are they? At the Band level, what are the problems in the financial management and control
 - b) Is a "consolidated" funding approach desirable? If so, to what extent in light of the Big Cove experiences?
 - c) Who should manage the financial matters and to what extent?
 - d) What is the best alternative use of transfer payment in the general community development? Should it be used specifically in economic development, or specifically in education or somewhere else?
 - e) What are the problems of budgeting and financial administration (other than shortage of funds)?
 - f) Attitudes of funding agencies in dealing with Indian communities.

- c) Recommendations of policy alternatives based on the studies/data.

IV. General Approach/Procedure

In order to deal with this project, an Evaluation Advisory/Steering Committee will be established. This reflects the operational principle of the Program Evaluation Branch which is to incorporate diverse perspectives of parties involved and thus increase the objectivity and practicality of the exercise and resultant recommendations.

An Evaluation Advisory/Steering Committee will consist of the following members;

The Big Cove Band	Mr. Levi Sock, BWP Coordinator
DIAND Regional Office	Mr. Reg. Graves, Employment/Education
DIAND District Office	Mr. Dave Johnson, Economic Development
Union of New Brunswick Indians	Mr. Howard Sock Mr. Dayrl Nicholas
CEIC - LEAP	Mr. Michel McIntosh Senior Project Officer
DIAND Program Support (HQ)	Mr. Frank Jetté Local Government
Program Evaluation Branch (Project Leader)	Mr. Toru Uno

Program Evaluation Branch
June 4, 1979 (Revised)

APPENDIX B

COMMUNITY QUESTIONNAIRE

WORKER QUESTIONNAIRE

COMMUNITY QUESTIONNAIRE

A. CHANGE

1. i. Do you think Big Cove has changed greatly over the past 5 - 10 years?

ii. Has Big Cove changed faster than other reserves you are familiar with?

iii. When do you think these changes really started?

1. 3 years ago.

2. 5 years ago.

3. 10 years ago.

4. before that.

iv. What do you think have been the most important changes?
When did these come about?

v. Do you think life at Big Cove is now better or
worse off because of these changes.

vi. Why do you think these changes have come about?
(What caused them?)

2. What do you think are the biggest needs of Big Cove right now? (or, biggest problems facing Big Cove)

3. Do you know of any steps being taken to meet the needs you have just identified? What are they?

4. i. Do you think there has been an increase or decrease of on-Reserve employment opportunities in the past five years? Demonstrate.

- ii. Are you presently employed?

On Reserve

Off Reserve

Long Term

Short Term

- iii. Are you satisfied with your present employment?

- iv. What is your major source of income at present?

- v. What was your main source of income over the past year?

Past five years?

5. i. Have you ever been involved in a training course?

ii. If yes, when?

For what were you being trained?

iii. Do you know of other training programs taken by reserve people?

6. Do you know of training courses available to Reserve individuals? Give a few examples.

7. i. Do you think the training courses have led to long-term, meaningful employment?

ii. If not, why not?

8. Do you think most people would rather work, be on Social Assistance, or receive U.I.C.?

9. i. How would you describe people's attitudes to work at Big Cove?

9. ii. How do you feel about work?

iii. Has this been changing over the past few years?

Questionnaire for Workers on Band Works Process Projects

1. (a) How long have you been working with this project?
Number of months.
- (b) Have you changed positions/jobs with this project?
Elaborate
- (c) What were you doing before you began work on this
project? (Employment, receiving welfare, UIC, etc)
- (d) How many months?
- (e) Main source of income?
- (f) How much per week?
2. (a) What were you doing before this? (Go back 2 years)
- (b) How many months?
- (c) Main source of income?
- (d) How much per month?

3. What was the last year of schooling you finished?

(a) Grades 1 to 6

(b) Grades 7 to 9

(c) Grades 10 to 12

(d) Technical

(e) College/University

(f) Other

4. (a) Have you taken any additional employment-related training?

(b) If yes, what was it? Number of months?
Sponsor of training?

5. Do you feel these training courses lead to employment?
Explain.

6. (a) Did you receive any formal training for your
present position? Describe.

(b) What on-the-job training have you received in
your present position?

7. (a) What skills have you acquired?

(b) Do you think these skills can be applied to employment elsewhere?

(c) Why? Why not?

8. (a) What aspects of your present work environment do you like best?

(b) Least?

8. (c) Are you generally satisfied with your present job?

9. (a) Do you think regular work hours/punctuality are important to this project? If not, why not?

(b) Do you work regular hours? Elaborate.

10. (a) Did you think regular hours and punctuality were important for the other jobs you have held?

(b) If not, why not?

11. (a) Do you think you are fortunate to have this job?

(b) Why?/Why not?

(c) Do you think most persons at Big Cove would prefer to work rather than draw Social Assistance? Explain.

12. (a) How would you define "work ethic"?

(b) Do you think it is important for the development of Big Cove? Explain.

(c) Would you say the "work ethic" is apparent on this project? Explain.

(d) Do you think it is apparent generally in Big Cove? Explain.

13. (a) If you could receive the same amount of income on Social Assistance as you are earning on this project, would you choose to remain on the job?

(b) Why?/Why not?

14. Do you think most persons at Big Cove would prefer to work rather than draw Social Assistance? Explain.

15. What would you define as meaningful work?

APPENDIX C

PROJECT SUMMARY FORMAT

BIG COVE BAND WORKS PROCESS

PROJECT SUMMARY FORMAT

PROJECT NAME:

DATES SUBMITTED FOR FUNDING:

1. PROJECT DESCRIPTION (A brief general description of the project)

2. RELEVANT BACKGROUND INFORMATION (Includes a description of the need for this project and initiation, including the existing situation and who was involved and part history of the idea)

3. PROJECT OBJECTIVES (List specific objectives for the project; enumerate where possible)

4. EXTERNAL SUPPORT FOR PROJECT (include information on departments, organizations, groups or other relevant parties which have supported the project or which have been, or will be, involved with the project)

5. IMPLEMENTATION (Summarize the plan for implementation. Where available, the phases and activities should be set out clearly)

6. CO-ORDINATION OF PROGRAMS (List all government agencies, departments and Band Committees contacted and the degree to which co-operation was received)

7. MANPOWER REQUIREMENTS OF THE PROJECT (Describe the staff needed to administer the project, their role and time commitment; and anticipated changes in staff over initial implementation period (e.g. first 3-4 years))

8.	<u>DIRECT ECONOMIC IMPACT</u> (For projects implemented)	Year-round # Personweeks	Temporary # Personweeks
----	--	-----------------------------	----------------------------

a. Jobs created:

Months:

Season

b. Income generated per year:

(a) Salaries & wages, and benefits

(b) Supplies and equipment
purchases in target area

9. PROJECT BUDGET (Costs should be detailed so as to show:
existing costs; government participation; annual cost to
government; other relevant factors)

	<u>Budgeted</u>	<u>Actual</u>
Wages		
Ordinary Benefits		
Operations		
Total		
Capital Funds		
Total		
<u>Sources of Funds</u>		
Federal		
Department		
Department		
Provincial		
Department		
Department		
Band		
Program		
Program		
Total		

10. SUMMARY OF PROJECT STATUS

(a) Date and circumstances of rejection

(b) Background of ongoing projects:	DATE	COMMENTS
idea for BWP project	_____	_____
active discussions:	_____	_____
BWP Committee approves project	_____	_____
Band Chief and Council approves project	_____	_____
Funding secured from other sources	_____	_____
Project started	_____	_____
Project completed	_____	_____

11. UNSUCCESSFUL APPROACHES FOR FUNDING/SUPPORT OF THE BWP PROJECT

12. SUCCESSFUL SOURCES OF FUNDING/SUPPORT FROM OTHER SOURCES

13. SUMMARY OF PERFORMANCE

- (a) RELATIONSHIP TO SPECIFIED OBJECTIVES (Where possible, describe outcome in measurable units)

- (b) UNANTICIPATED EFFECTS OF PROJECT (Describe beneficial, negative, or neutral outcomes which were not among the original objectives)

- (c) IMPLEMENTATION (Describe extent to which implementation differed from original plan)

- (d) CONSTRAINTS (Describe any economic, social, cultural and administrative factors which interfered with successful implementation)

14. NAMES OF ALL WORKERS ASSOCIATED WITH PROJECT

APPENDIX D

EXAMPLES OF MONITORING AND
REPORTING FORMS FOR BWP

BAND WORK PROGRAM

MONTHLY CONSOLIDATION

NAME OF BAND: _____

PERIOD COVERED BY PROGRAM: _____

	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC
<u>NUMBER OF WORKERS</u>												
<u>NUMBER OF MAN-WEEKS</u>												
<u>TOTAL WAGES</u>												
<u>EMPLOYEE BENEFITS</u>												
<u>OTHER COSTS</u>												
<u>TOTAL EXPENSES</u>												
<u>REVENUE</u>												
<u>NET EXPENSES</u>												
<u>BUDGET</u>												
<u>TOTAL CONTRIBUTIONS</u>												

PROJECT CO-ORDINATOR:

CHIEF:

DISTRIBUTION:

1. PROJECT CO-ORDINATOR
1. CHIEF AND COUNCIL
1. LOCAL AREA ADVISORY COMMITTEE
2. DISTRICT MANAGER

DATED _____

The objectives of the Band Work Program adopted by the

_____ Band are:

- 1.
- 2.
- 3.
- 4.
- 5.

During the fiscal year 19____ it is expected that the following goals will be achieved:

- 1.
- 2.
- 3.
- 4.
- 5.

PROJECTS FOR 19

PROJECT

NO. OF

COSTS

SOURCES OF FUNDS

[illegible]

PRODUCTION - SPECIFY

PLANNED

ACTUAL

PROBLEMS ENCOUNTERED:

CHANGES IN PLAN:

GENERAL COMMENTS, RECOMMENDATIONS,
REQUESTS, ETC:

PROJECT CO-ORDINATOR

CHIEF

DISTRIBUTION:

1. PROJECT CO-ORDINATOR
1. CHIEF
1. LOCAL AREA ADVISORY COMMITTEE
2. DISTRICT MANAGER

BAND WORK PROGRAM
PROJECT MONTHLY REPORT

PROJECT: _____

NAME OF SPONSOR: _____

REPORT FOR MONTH OF:	NO. OF WEEKS COVERED	NO. OF WORKERS HIRED	NO. OF WORKERS LEFT	TOTAL NOW EMPLOYED	
		TOTAL PROJECT APPROVAL	EXPENSES FOR MONTH	ACCUMULATED TO DATE	BALANCE
SALARY					
UNEMPLOYMENT INSURANCE					
HOLIDAY PAY					
WORKMEN'S COMPENSATION					
OTHER (SPECIFY)					
TOTAL EMPLOYEE COSTS					
EQUIPMENT - RENTAL - PURCHASE					
MATERIALS					
HEAT, LIGHT, WATER					
RENTAL					
OTHER COSTS (SPECIFY)					
TOTAL OTHER COSTS					
TOTAL EXPENSES					
REVENUES					
NET EXPENSES					
BANK BALANCE					

IF THE PARTICIPANT WAS EMPLOYED AT ANY TIME IN THE LAST 12 MONTHS
WHAT WERE HIS/HER AVERAGE WEEKLY EARNINGS (BEFORE DEDUCTIONS)
IN THE JOB LONGEST HELD \$ _____ WEEKLY

WHAT KIND OF WORK DID THE PARTICIPANT DO IN THE JOB HELD
LONGEST DURING THE LAST 12 MONTHS

WHAT KIND OF INDUSTRY OR BUSINESS WAS THE JOB (CHECK ONE BOX ONLY)

- | | | | |
|------------------------------|--------------------------|---|--------------------------|
| FARMING OR FORESTRY | <input type="checkbox"/> | TRANSPORTATION, COMMUNICATIONS, GAS, HYDRO, ELECTRICITY | <input type="checkbox"/> |
| FISHING OR TRAPPING | <input type="checkbox"/> | RETAIL OR WHOLESALE TRADE | <input type="checkbox"/> |
| MINES, QUARRIES OR OIL WELLS | <input type="checkbox"/> | FINANCE, INSURANCE OR REAL ESTATE | <input type="checkbox"/> |
| MANUFACTURING INDUSTRY | <input type="checkbox"/> | GOVERNMENT, ARMED FORCES | <input type="checkbox"/> |
| CONSTRUCTION | <input type="checkbox"/> | COMMUNITY, BUSINESS, OR PERSONAL SERVICES
(INCLUDES HOTEL, RESTAURANT, ENTERTAINMENT,
HEALTH SERVICES, EDUCATION) | <input type="checkbox"/> |
| | | OTHER - SPECIFY _____ | <input type="checkbox"/> |

HAS THE PARTICIPANT EXPERIENCED DIFFICULTY IN SECURING A JOB
DURING THE PAST 12 MONTHS

YES ☐ NO ☐ HAS NOT LOOKED FOR A JOB ☐

IF YES, WHAT WAS THE PROBLEM ENCOUNTERED IN FINDING A JOB
(CHECK ONE BOX ONLY)

- | | | | |
|--------------------------------|--------------------------|----------------------------------|--------------------------|
| PERSONAL PROBLEMS | <input type="checkbox"/> | LANGUAGE DIFFICULTY | <input type="checkbox"/> |
| PHYSICAL HANDICAP | <input type="checkbox"/> | NO JOB AVAILABLE IN LINE OF WORK | <input type="checkbox"/> |
| LACK OF EDUCATION | <input type="checkbox"/> | WANTED TO WORK PART-TIME ONLY | <input type="checkbox"/> |
| LACK OF EXPERIENCE
OR SKILL | <input type="checkbox"/> | OTHER - SPECIFY _____ | <input type="checkbox"/> |
| AGE | <input type="checkbox"/> | | |

WAS THE PARTICIPANT ASSOCIATED WITH A PROJECT SPONSORED BY THE
FOLLOWING:

- | | | | |
|--------|------------------------------|-----------------------------|--------------------------|
| L.I.P. | <input type="checkbox"/> YES | <input type="checkbox"/> NO | IF YES WHEN - YEAR _____ |
| O.F.Y. | <input type="checkbox"/> YES | <input type="checkbox"/> NO | IF YES WHEN - YEAR _____ |
| LEAD. | <input type="checkbox"/> YES | <input type="checkbox"/> NO | IF YES WHEN - YEAR _____ |
| W.O.P. | <input type="checkbox"/> YES | <input type="checkbox"/> NO | IF YES WHEN - YEAR _____ |

IS THE PARTICIPANT USUALLY THE MAIN FINANCIAL SUPPORT OF HIS/HER
FAMILY UNIT? (MEANS PARTICIPANT LIVING ALONE OR PARTICIPANT AND
RELATIVES LIVING TOGETHER WHETHER OR NOT RELATIVES DEPENDENT
ON PARTICIPANT FOR SUPPORT)

YES ☐ NO ☐

NUMBER OF PERSONS IN THE FAMILY UNIT

ESTIMATED TOTAL INCOME BEFORE JOINING THE BAND WORK PROGRAM
BEFORE DEDUCTIONS DURING THE PAST 12 MONTHS

PARTICIPANT ALONE \$ _____

FAMILY UNIT \$ _____
(INCLUDING PARTICIPANT)

JUST BEFORE THE PARTICIPANT JOINED THE BAND WORK PROGRAM, WHAT WAS
HIS/HER MAIN SOURCE OF INCOME (CHECK ONE BOX ONLY)

- | | | | |
|--|--------------------------|-----------------------|--------------------------|
| EARNINGS FROM EMPLOYMENT/SELF-EMPLOYMENT | <input type="checkbox"/> | PENSION | <input type="checkbox"/> |
| UNEMPLOYMENT INSURANCE BENEFITS | <input type="checkbox"/> | SAVINGS | <input type="checkbox"/> |
| WELFARE | <input type="checkbox"/> | OTHER (SPECIFY _____) | <input type="checkbox"/> |
| MOTHERS ALLOWANCE | <input type="checkbox"/> | | |
| SUPPORT FROM OTHER MEMBER OF FAMILY | <input type="checkbox"/> | | |

PROGRAM CO-ORDINATOR: PLEASE COMPLETE FOR EACH PERSON SECURING EMPLOYMENT
PROGRAM NAME _____ PROGRAM No. _____

PARTICIPANT NAME _____ BAND No. _____ SOCIAL INSURANCE No. _____

ADDRESS _____ LENGTH OF TIME RESIDING IN RESERVE _____

BAND _____ PROVINCE _____

POSTAL CODE _____ TELEPHONE No. _____ DATE OF BIRTH D. M. Y. _____

NO. OF DEPENDENTS (MEANS PERSONS WHO LARGELY OR WHOLLY DEPEND UPON THE PARTICIPANT FOR THE NECESSITIES OF LIFE) _____

DATE HIRED ON BAND WORK PROGRAM / D / M / Y _____ JOB FUNCTION ON THIS PROGRAM _____ MANAGERIAL AND/OR SUPERVISORY ☐ SKILLED ☐ SEMI-SKILLED ☐ LABOURER ☐

CIRCLE HIGHEST GRADE OF ELEMENTARY OR HIGH SCHOOL SUCCESSFULLY COMPLETED 1 2 3 4 5 6 7 8 9 10 11 12 13

DID THE PARTICIPANT HAVE ANY FORMAL EDUCATION AFTER HIGH SCHOOL (UNIVERSITY, COLLEGE ETC) YES ☐ NO ☐

DATE LAST TIME IN SCHOOL OR IN TRAINING _____
I.E. FORMAL CLASSROOM TRAINING, T.O.J., FORMAL APPRENTICESHIP ETC.
SPONSORED BY WHOM? PLEASE SPECIFY _____

HAS THE PARTICIPANT ANY SPECIFIC SKILLS - PLEASE SPECIFY _____

TRAINING ASPIRATIONS OF PARTICIPANT _____

JUST BEFORE JOINING THE BAND WORK PROGRAM, WAS THE PARTICIPANT (CHECK ONLY ONE)
EMPLOYED FULL TIME ☐ UNEMPLOYED AND NOT SEEKING WORK ☐
EMPLOYED PART TIME ☐ KEEPING HOUSE ☐
UNEMPLOYED AND SEEKING WORK ☐ AT SCHOOL / IN TRAINING ☐
TEMPORARILY LAID OFF ☐ OTHER - PLEASE SPECIFY ☐ *Seasonal work*

DURING THE PREVIOUS 12 MONTHS, WHAT WAS THE PARTICIPANT DOING (COMPLETE ONE OR MORE ACTIVITIES TO ADD UP TO 12 MONTHS)

EMPLOYED FULL TIME	_____	FOR _____	MONTHS
EMPLOYED SEASONALLY	_____	FOR _____	MONTHS
UNEMPLOYED AND SEEKING WORK	_____	FOR _____	MONTHS
TEMPORARILY LAID OFF	_____	FOR _____	MONTHS
UNEMPLOYED AND NOT SEEKING WORK	_____	FOR _____	MONTHS
KEEPING HOUSE	_____	FOR _____	MONTHS
AT SCHOOL / IN TRAINING	_____	FOR _____	MONTHS
OTHER (SPECIFY)	_____	FOR _____	MONTHS
			TOTAL 12 MONTHS

**BAND COUNCIL RESOLUTION
RÉSOLUTION DE CONSEIL DE BANDE**

Chronological No. — Numéro consécutif

File Reference — NO de ref. du dossier

NOTE: The words "From our Band Funds" "Capital" or "Revenue", whichever is the case, must appear in all resolutions requesting expenditures from Band Funds.

NOTA: Les mots "des fonds de notre bande" "Capital" ou "revenu" selon le cas doivent paraître dans toutes les résolutions portant sur des dépenses à même les fonds des bandes.

		Amount Montant
THE COUNCIL OF THE LE CONSEIL DE LA BANDE INDIENNE		Current Capital Balance Solde de capital
AGENCY DISTRICT		Committed Engagé
PROVINCE		Current Revenue Balance Solde de revenu
PLACE NOM DE L'ENDROIT		Committed Engagé
DATE	AD 19	TOTAL ► \$
Day — Jour	Month — Mois	Year — Année

We The _____ Band Council request approval to participate in the Band Work Process in accordance with the following objectives and cost estimates for the fiscal year 1977-78.

Nous, du Conseil de la bande _____ demandons l'autorisation de participer à l'opération travail des bandes selon les objectifs et le budget des dépenses établis pour l'année financière 1977-1978.

2. STATEMENT OF OVERALL PLANNING — EXPOSÉ DE PLANIFICATION GLOBALE

Please state overall objectives to be attained through the Band Work Process, also state how the objectives will be measured at the end of any given period.

Veuillez exposer les objectifs globaux visés par l'opération travail (bandes), ainsi que la manière dont les objectifs seront mesurés à la fin d'une période donnée.

(Attach additional sheets, if necessary — Joindre des feuilles supplémentaires, au besoin)

3. COMPONENT PROJECTS — PROJETS CONSTITUANT

List the component projects that make up the Band employment plan for the fiscal year. (Attach additional sheets if necessary)

Dresser la liste des projets qui constituent le Programme d'emploi de la bande pour l'année financière. (Joindre des feuilles supplémentaires, s'il y a lieu.)

PROJECT — PROJET No. — N° Name — Nom	HOW DOES THE PROJECT RELATE TO THE OVERALL BAND EMPLOYMENT OBJECTIVES? COMMENT LE PROJET S'INTÈGRE-T-IL AUX OBJECTIFS GLOBAUX D'EMPLOI DE LA BANDE?

BAND WORK PROCESS - CONSOLIDATION REPORTING FORM

OPÉRATION TRAVAIL DES BANDES - FORME DE LA CONSOLIDATION

REGION - REGION: (Insert total of participating Bands - Remplir les totaux des Bandes Participantes)

☐ ATLANTIC ☐ QUÉBEC ☐ ONTARIO ☐ MANITOBA
☐ SASKATCHEWAN ☐ ALBERTA ☐ B.C. ☐ YUKON ☐ N.W.T.

Cochez UNE seulement

☐ Regional - Régional☐ Band - BandePeriod Ending
Terminant le

REGIONAL USE ONLY À L'USAGE RÉGIONAL SEULEMENT			BAND USE ONLY À L'USAGE DE LA BANDE SEULEMENT		BAND - REGIONAL BANDE - RÉGIONAL	
No. No	Names of Participating Bands Noms des bandes participantes	No. of proj. in each band Nbre de proj. de l'O.T.B.	Name of band and No. Nom de bande et no	Budget	Expenditure to date Dépenses à ce jour	Balance Solde
			NAME OF PROJECT - NOM DU PROJET			
◀ TOTAL ▶			TOTAL ▶			

SOURCE OF FUNDS - SOURCE DES FONDS	AMOUNT MONTANT	Percentage of TOTAL du Pourcentage
DIAND - CAPITAL APPROPRIATION / MAINC - AFFECTATIONS DE CAPITAL		
BAND FUNDS - CAPITAL / FONDS DES BANDES - CAPITAL		
BAND FUNDS - REVENUE / FONDS DES BANDES - RECETTES		
COMMUNITY IMPROVEMENT O & M / AMÉLIORATION DES LOCALITÉS - FONCTIONNEMENT ET ENTRETIEN		
EDUCATION O & M / ÉDUCATION - FONCTIONNEMENT ET ENTRETIEN		
ECONOMIC DEVELOPMENT O & M / PROMOTION ÉCONOMIQUE - FONCTIONNEMENT ET ENTRETIEN		
ECONOMIC DEVELOPMENT CAPITAL / PROMOTION ÉCONOMIQUE - CAPITAL		
EDUCATION CAPITAL / ÉDUCATION - CAPITAL		
MANPOWER & IMMIGRATION (TRAINING) / MAIN-D'OEUVRE ET IMMIGRATION (FORMATION)		
CAPITAL WORKS / CANADA AU TRAVAIL		
F.L.I.P. / P.I.L.		
PROVINCE		
OTHER (specify) / AUTRES (préciser)		
BAND WORK PROCESS - DEVELOPMENT FUND OPÉRATION TRAVAIL - FONDS DU PROGRÈS ÉCONOMIQUE		
TOTAL ▶	\$	100%

COSTS - COÛTS	AMOUNT MONTANT	TOTAL	SOCIAL ASSISTANCE (SA) AND UNEMPLOYMENT INSURANCE (UI) ASSISTANCE SOCIALE ET ASSURANCE-CHÔMAGE	AMOUNT MONTANT
SUPERVISION SURVEILLANCE			1. Amount of SA paid to date Prestations de l'assistance sociale versées à ce jour	
LABOUR - MAIN-D'OEUVRE			2. Difference from the previous period Différence entre cette somme et celle du rapport précédent	
MATERIAL - MATÉRIEL			3. SA caseload month to date Prestations d'assistance sociale versées par mois à ce jour	
EQUIPMENT - ÉQUIPEMENT			4. Difference in SA case month from the previous report Différence entre cette somme et celle du rapport précédent	
OVERHEAD FRAIS GÉNÉRAUX			5. UI Payment to date Prestations d'assurance-chômage versées à ce jour	
OTHER (specify) AUTRES (préciser)			6. Change in UI payment from the previous report Différence entre cette somme et celle du rapport précédent	
			7. UI caseload for the period Nombre des bénéficiaires de l'assurance-chômage ce mois-ci	
TOTAL ▶	\$	100%	8. Change in UI caseload from the last period Différence entre ce nombre et celui du rapport précédent	

EMPLOYMENT AND TRAINING - MAIN-D'OEUVRE ET FORMATION		NET COST - COÛT NET	
1. Men-month employment Main-d'oeuvre (mois-hommes)		Net cost = Total Cost - (Revenue from BWP + Loan) = Coût net = Coût total - (Recettes provenant de l'O.T. + Prêt) =	
2. Change from previous report Différence entre ce nombre et celui du rapport		\$	
3. No. of SA recipients hired by BWP to date Nombre d'assistés sociaux embauchés dans le cadre de l'O.T. à ce jour		AVERAGE COST PER JOB YEARLY (TO DATE) CÔUT MOYEN PAR EMPLOI PAR ANNÉE (À CE JOUR)	
4. Change of the above from previous report Différence entre ce nombre et celui du rapport précédent		Average cost per job = Net cost ÷ Man-year created = Coût moyen par emploi = Coût net ÷ nombre des années-hommes créées = \$	
5. Men-month Training - Formation (mois-hommes)			
6. Change of the above from the previous report rapport précédent			

Prepared by - Remplir per

Date

Director (Operations) - Directeur (Opérations)



BAND WORK PROCESS - OPÉRATION TRAVAIL DES BANDES

COMMUNITY PROFILE - PROFIL DE LA COLLECTIVITÉ

DATE

NAME OF BAND - NOM DE LA BANDE

DISTRICT

REGION - RÉGION

1. ECONOMIC POTENTIAL - RESSOURCES ÉCONOMIQUES

(1) AGRICULTURAL LAND - TERRES ARABLES

a) No. of Acreage for Agriculture
Nombre d'acres utilisés à
des fins agricoles

b) Underdeveloped Arable land
Nombre d'acres de terre arable
non cultivée

Acres

Acres

(2) FOREST RESOURCES - RESSOURCES FORESTIÈRES

a) No. of Potential (commercial) timber land acreage on reserve
Nombre d'acres de bois sur pied vendable sur les terres de la
réserve susceptibles d'être exploitées

Acres

(3) COMMERCIAL FISHING - PÊCHES

a) No. of commercial fishermen
Nombre de pêcheurs commerciaux
dans la collectivité

b) No. of fishing boat owners
Nombre de pêcheurs commerciaux
propriétaires de leur propre bateau

(4) ECONOMIC/BUSINESS ACTIVITIES
AUTRES ACTIVITÉS ÉCONOMIQUES OU COMMERCIALES

(IF ANY - S'IL Y A LIEU)

2. AMOUNT OF ANNUAL BANDO REVENUE
REVENU ANNUEL DE LA BANDE EN FONOS \$

3. NEAREST MAJOR POPULATION/SUPPLY CENTRE - CENTRE COMMERCIAL OU DE POPULATION LE PLUS RAPPROCHÉ

Name of Town - Nom de la ville

Population size
Nombre d'habitants

Distance to the town
Distance de la ville

Method of Transportation
to the town
Mode de Placement

4. COMMUNITY POPULATION CHARACTERISTICS
CARACTÉRISTIQUES DE LA POPULATION DE LA COLLECTIVITÉ

AGE STRUCTURE - RÉPARTITION DES ÂGES

	Male Hommes	Female Femmes
0 - 5		
6 - 15		
16 - 25		
26 - 35		
36 - 45		
46 - 55		
56 & over plus		
TOTAL		

5. AVERAGE SCHOOLING LEVEL OF THE BANDO
NIVEAU DE SCOLARITÉ MOYEN DE LA BANDE

1 - 6	Years - Années	()
7 - 9	Years - Années	()
10 - 13	Years - Années	()
Higher (more than 13 years) Plus élevé (plus de 13 années)		()

6. SOCIAL ASSISTANCE - ASSISTANCE SOCIALE

SA RECIPIENTS - BÉNÉFICIAIRES D'A.S.

Heads of families - Nombre des chefs de famille

Single Recipients - Bénéficiaires célibataires

Employable - Qui peuvent travailler (Men) (Hommes)

(Women) (Femmes)

7. EMPLOYMENT - EMPLOI

NUMBER OF PEOPLE IN EMPLOYMENT
NOMBRE DE PERSONNES QUI ONT DES EMPLOIS

Full-Time - À plein temps

Seasonal - Saisonniers

Part-Time - À temps partiel

Under UI Benefit
Nombre de prestataires d'A.C. (Men - Hommes)

(Women - Femmes)

B. DO YOU HAVE OR HAVE YOU ALREADY MADE PLANS FOR DEVELOPMENT OF A COMMUNITY PLAN?
AVEZ-VOUS OU AVEZ-VOUS DÉJÀ PROJETÉ D'ÉLABORER UN PROGRAMME DE COLLECTIVITÉ?

a) ☐ Yes
Dui ☐ No
Non

b) (If yes) does your Band presently have any organization (e.g. Planning Committee, Planning Board, etc.)?
(Dans l'affirmative, votre bande a-t-elle créée à cette fin certains organismes (c'est-à-dire, des comités de planification, des conseils de planification, etc.)

☐ Yes
Dui ☐ No
Non

(If yes, please specify) - (Dans l'affirmative, veuillez préciser)

PROJECT CO-ORDINATOR: Please complete for each person securing employment
 AU COORDONNATEUR DE PROGRAMME: Remplir pour tout nouvel employé.

1. Applicant's Name — Nom du Candidat		2. S.I.N. — N.A.S.		3. Band No. — N° de bande	
4. Address — Adresse		5. Postal Code Code postal		6. Telephone No. N° de téléphone	
				7. Date of birth — Date de naissance D — J M — M Y — A	
8. Name of Band — Nom de la bande		9. Project Name — Nom du projet		10. Project No. — Projet N°	
11. No. of Dependents (wholly or nearly dependent upon applicant for necessities of life — Nbre de personnes à charge (personnes qui dépendent en grande partie ou entièrement du candidat en ce qui concerne les nécessités de l'existence)		12. Is applicant usually main financial support of his/her family unit? Yes <input type="checkbox"/> No <input type="checkbox"/> Le candidat est-il habituellement le principal soutien de sa famille? Oui <input type="checkbox"/> Non <input type="checkbox"/> Living alone <input type="checkbox"/> Living with relatives <input type="checkbox"/> Relatives dependent for support <input type="checkbox"/> Vit-il seul <input type="checkbox"/> Avec des parents <input type="checkbox"/> A charge ou non <input type="checkbox"/>			
13. Date hired on work program Date d'embauche pour le programme de travail O — J M — M Y — A		14. Job function on this program — Fonction Managerial and/or Supervisory <input type="checkbox"/> Skilled <input type="checkbox"/> Semi-skilled <input type="checkbox"/> Labourer <input type="checkbox"/> Directeur ou Superviseur <input type="checkbox"/> Spécialisé <input type="checkbox"/> Semi-spécialisé <input type="checkbox"/> Journalier <input type="checkbox"/>			
15. Schooling: Circle highest grade completed Éducation: Dernière année terminante avec succès 1 2 3 4 5 6 7 8 9 10 11 12 13		16. Formal education after high school Le candidat a-t-il fait d'autres études après le cours secondaire University <input type="checkbox"/> Community College <input type="checkbox"/> Technical <input type="checkbox"/> Autre (préciser) <input type="checkbox"/>			

SPECIAL SKILLS AND/OR FORMAL TRAINING (Please specify)
 APTITUDES SPÉCIALES OU FORMATION ANTÉRIEURE (Préciser)

18. BEFORE JOINING THE BAND WORK WAS THE APPLICANT
 AVANT DE SE JOINDRE AU PROGRAMME DE TRAVAIL DES BANDES, LE CANDIDAT
 Other (specify) — Autre (préciser)

Employed full-time Était employé à temps plein <input type="checkbox"/>	Keeping House Entretenait la maison <input type="checkbox"/>
Employed part-time Était employé à temps partiel <input type="checkbox"/>	At school/in training Était aux études/en cours de formation <input type="checkbox"/>
Unemployed and seeking work Était sans emploi mais cherchait du travail <input type="checkbox"/>	Seasonal work Était employé à un travail saisonnier <input type="checkbox"/>

19. IF APPLICANT WAS EMPLOYED AT ANY TIME IN THE LAST 12 MONTHS, WHAT WERE HIS/HER
 SI LE CANDIDAT A TRAVAILLÉ AU COURS DES 12 DERNIERS MOIS, QUEL ÉTAIT SON

(A) a. No. of Jobs held Nbre d'emplois occupés _____ b. No. of months employed Nbre de mois occupés _____ c. Average Weekly Income Salaire hebdomadaire moyen \$ _____

(B) WHAT KIND OF WORK DID APPLICANT DO DURING THE LAST 12 MONTHS?
 QUEL EST LE TYPE D'EMPLOI OCCUPÉ LE PLUS LONGTEMPS PAR LE PARTICIPANT AU COURS DES 12 DERNIERS MOIS?

Farming or Forestry Élevage ou foresterie <input type="checkbox"/>	Manufacturing Industry Industrie manufacturière <input type="checkbox"/>	Retail or Wholesale trade Vente au détail ou au gros <input type="checkbox"/>
Fishing or Trapping Pêche ou Piégeage <input type="checkbox"/>	Construction <input type="checkbox"/>	Financial, Insurance or Real Estate Finance, Assurances ou Biens Immobiliers <input type="checkbox"/>
Mines, Quarries or Oil Wells Mines, Carrières ou puits de pétrole <input type="checkbox"/>	Transportation, Communication, Gas, Hydro or Water Transports, Communications, Gaz, Électricité, Eau <input type="checkbox"/>	Government Armed Forces Gouvernement, Forces Armées <input type="checkbox"/>

COMMUNITY BUSINESS OR PERSONAL SERVICES (Include Hotel, Restaurant, Entertainment, Health Services)
 ENTREPRISE COMMUNAUTAIRE OU SERVICES PRIVÉS (Incluant hôtels, restaurants, loisirs et services de santé) ☐

OTHER (Specify) — AUTRE (Préciser) _____

Applicant — Candidat

BWP Manager/Co-ordinator — Gérant O.T.B./Coordonnateur

THE FOLLOWING SECTION TO BE COMPLETED BY PROJECT CO-ORDINATOR WHEN EACH PERSON TERMINATES EMPLOYMENT
 À COMPLETER LORSQUE LA PERSONNE TERMINE SON EMPLOI DANS LE PROJET DE TRAVAIL DES BANDES

Date terminated employment on BWP — Date de cessation d'emploi dans le D.T.B.	TRAINING OBTAINED BY APPLICANT WHILE EMPLOYED IN THE PROJECT FORMATION RECUE PENDANT L'EMPLOI			Yes <input type="checkbox"/> No <input type="checkbox"/> Oui <input type="checkbox"/> Non <input type="checkbox"/>
	Type of training Genre de formation	Date commenced Du	Date finished Au	Sponsored by Sous l'égide de

ON LEAVING THE BWP PROJECT WHAT WERE HIS/HER FUTURE PLANS?
 À QUOI VOUS OCCUPEREZ-VOUS SURTOUT?

WHERE TO GO Où <input type="checkbox"/>	Off reserve À l'extérieur de la réserve <input type="checkbox"/>	On reserve Dans la réserve <input type="checkbox"/>	Other BWP project Dans un autre O.T.B. <input type="checkbox"/>
Employed full-time Employé à temps plein <input type="checkbox"/>	Employed part-time Employé à temps partiel <input type="checkbox"/>	Unemployed and seeking work Sans emploi et à la recherche de travail <input type="checkbox"/>	At school, training Aux études/cours de formation <input type="checkbox"/>
			Keeping House Entretenir la maison <input type="checkbox"/>
			Sick or disabled Malade ou invalide <input type="checkbox"/>

OTHER (Specify) — AUTRE (Préciser) _____

BAND WORK PROCESS: PROJECT MONTHLY REPORT
PROGRAMME DE TRAVAIL DES BANDES: RAPPORT MENSUEL DU PROJET

Name of Band / Nom de la bande

Region / Région

District

Date

No. of BWP Projects / N° de projets F.T.B.

Report for month of / Rapport du mois de	No. of weeks covered / Nbre de semaines	No. of workers hired / Nbre d'employés engagés	No. of workers left / Nbre d'employés partis	Total now employed / Total d'employés actuels	How many were SA recipients? / Combien d'entre eux étaient bénéficiaires de l'AS?

1. SOCIAL ASSISTANCE AND UNEMPLOYMENT – ASSISTANCE SOCIALE ET ASSURANCE CHÔMAGE

	Payment for month / Paiement du mois	Accumulated to date / Accumulation à ce jour	Difference from last month / Différence d'après le mois précédent	Caseload for month / Cas du mois	Caseload change from last month / Différence d'après les cas précédents
SOCIAL ASSISTANCE / ASSISTANCE SOCIALE					
UNEMPLOYMENT INSURANCE / ASSURANCE CHÔMAGE					

2. COSTS – COÛTS

	Total project approval / Approbation totale du projet	Expenses for month / Dépenses mensuelle	Accumulated to date / Accumulation à ce jour	Balance / Solde
I SALARY – SALAIRE				
1. Supervision – Surveillance				
2. Labour – Main d'oeuvre				
3. Contributions				
Unemployment/CPP contribution / Contributions Assurance chômage/R.P.C.				
Holiday pay – Paie de vacances				
Workman's Compensation / Indemnités sur les accidents au travail				
II TOTAL SALARY – SALAIRE TOTAL				
III OPERATING COSTS / COÛTS DU FONCTIONNEMENT				
4. Materials – Matériaux				
5. Equipment: purchase / Equipement: achat				
6. Equipment: rental / Equipement: location				
7. Overhead: building/office rental / Frais: location bureau/edifice				
8. Overhead: office supplies / Frais: articles de bureau				
9. Overhead: hydro/heat/light / Frais: chauffage/électricité				
10. Other overhead: (specify) / Autres frais: (préciser)				
IV TOTAL OPERATING COSTS / COÛTS TOTAUX DU FONCTIONNEMENT				
V OTHER COSTS (specify) / AUTRES COÛTS (préciser)				
VI GRAND TOTAL COSTS (II + IV + V) / SOMME TOTALE DES COÛTS (II + IV + V)				
VII REVENUE – REVENU				
VIII NET COST (VI – VII) / COUT NET (VI – VII)				
IX BANK BALANCE / SOLOE EN BANQUE				

3. PROJECT ACTIVITY – ACTIVITÉS

ACTIVITIES DESCRIPTIONS – DESCRIPTION DES ACTIVITÉS

a) LIST PLANNED OBJECTIVES OF ACTIVITIES AND GIVE A BRIEF OUTLINE OF EACH (Attach additional sheets if required)
 ENUMÉREZ LES OBJECTIFS VISÉS PAR LES ACTIVITÉS ET DÉCRIVEZ LES BRIÈVEMENT (Annexer des feuilles supplémentaires au besoin)

b) TO WHAT EXTENT HAVE THOSE OBJECTIVES BEEN MET (Explain: Problems encountered and changes in plan)
 DANS QUELLE MESURE CES OBJECTIFS ONT-ILS ÉTÉ ATTEINTS? (Quels problèmes sont survenus et quelles modifications ont été apportées?)

c) REMARKS (General observations, recommendations, unanticipated results and other relevant information)
 OBSERVATIONS GÉNÉRALES (Propositions, résultats non anticipés et tout autre renseignement pertinent)

Prepared by – Préparé par

Project co-ordinator – Coordonnateur du projet

Chief – Chef



BAND WORK PROCESS: NATIONAL CONSOLIDATION
PROGRAMME DE TRAVAIL DES BANDES: CONSOLIDATION NATIONAL

HEADQUARTERS USE ONLY
RÉSERVE AU BUREAU CHEF

Name of Region Nom de la région	No. of Participating Band Nbre de bandes participantes	Budget	Expenditures to date Dépenses à ce jour	Balance Solde
1. ATLANTIC				
2. QUÉBEC				
3. ONTARIO				
4. MANITOBA				
5. SASKATCHEWAN				
6. ALBERTA				
7. B.C.				
8. YUKON				
9. N.W.T.				
TOTAL ►				

SOURCE OF FUNDS - SOURCE DES FONDS	AMOUNT MONTANT	Percentage of TOTAL du Pourcentage
DIAND - CAPITAL APPROPRIATION / MAINC - AFFECTATIONS DE CAPITAL		
BAND FUNDS - CAPITAL / FONDS DES BANDES - CAPITAL		
BAND FUNDS - REVENUE / FONDS DES BANDES - RECETTES		
COMMUNITY IMPROVEMENT O & M / AMÉLIORATION DES LOCALITÉS - FONCTIONNEMENT ET ENTRETIEN		
EDUCATION O & M / ÉDUCATION - FONCTIONNEMENT ET ENTRETIEN		
ECONOMIC DEVELOPMENT O & M / PROMOTION ÉCONOMIQUE - FONCTIONNEMENT ET ENTRETIEN		
ECONOMIC DEVELOPMENT CAPITAL / PROMOTION ÉCONOMIQUE - CAPITAL		
EDUCATION CAPITAL / ÉDUCATION - CAPITAL		
MANPOWER & IMMIGRATION (TRAINING) / MAIN-D'OEUVRE ET IMMIGRATION (FORMATION)		
CAPITAL WORKS / CANADA AU TRAVAIL		
F.L.I.P. / P.I.L.		
PROVINCE		
OTHER (specify) / AUTRES (préciser)		
BAND WORK PROCESS - DEVELOPMENT FUNDS OPÉRATION TRAVAIL - FONDS DU PROGRÈS ÉCONOMIQUE		
TOTAL ►	\$	100%

COSTS - COÛTS	AMOUNT MONTANT	TOTAL	SOCIAL ASSISTANCE (SA) AND UNEMPLOYMENT INSURANCE (UI) ASSISTANCE SOCIALE ET ASSURANCE-CHÔMAGE	AMOUNT MONTANT
SUPERVISION SURVEILLANCE			1. Amount of SA paid to date Prestations de l'assistance sociale versées à ce jour	
LABOUR - MAIN-D'OEUVRE			2. Difference from the previous report Différence entre cette somme et celle du rapport précédent	
MATERIAL - MATÉRIEL			3. SA caseload month to date Prestations d'assistance sociale versées par mois à ce jour	
EQUIPMENT - ÉQUIPEMENT			4. Difference in SA case month from the previous report Différence entre cette somme et celle du rapport précédent	
OVERHEAD FRAIS GÉNÉRAUX			5. UI Payment to date Prestations d'assurance-chômage versées à ce jour	
OTHER (specify) AUTRES (préciser)			6. Change in UI payment from the previous report Différence entre cette somme et celle du rapport précédent	
			7. UI caseload for the period Nombre des bénéficiaires de l'assurance-chômage ce mois-ci	
TOTAL ►	\$	100%	8. Change in UI caseload from the last period Différence entre ce nombre et celui du rapport précédent	

EMPLDYMNT AND TRAINING - MAIN-D'OEUVRE ET FORMATION	NET COST - COÛT NET
1. Men-month employment Main-d'oeuvre (mois-hommes)	Net cost = Total Cost - (Revenue from BWP + Loan) = Coût net = Coût total - (Recettes provenant de l'O.T. + Prêt) =
2. Change from previous report Différence entre ce nombre et celui du rapport	\$
3. No. of SA recipients hired by BWP to date Nombre d'assistés sociaux embauchés dans le cadre de l'O.T. à ce jour	
4. Change of the above from previous report Différence entre ce nombre et celui du rapport précédent	
5. Men-month Training - Formation (mois-hommes)	
6. Change of the above from the previous report Différence entre ce nombre et celui du rapport précédent	

AVERAGE COST PER JOB YEARLY (TO DATE)
COÛT MOYEN PAR EMPLOI PAR ANNÉE (À CE JOUR)

Average cost per job = Net cost ÷ Men-year created =
Coût moyen par emploi = Coût net ÷ nombre des
années-hommes créées = \$

Prepared by - Rempli par

Date

Director (Operations) - Directeur (Opérations)

BAND WORK PROCESS - OPÉRATION TRAVAIL DES BANDES

PROJECT WORK SHEET - FEUILLE DE TRAVAIL DU PROJET

PROJECT NO. PROJET N°

NAME OF BAND - BANDE

PLANNED BY - ÉTABLI PAR

DATE

Day - Jour

Month - Mois

AD 19

Year - Année

1. PROJECT DESCRIPTION - DESCRIPTION DU PROJET

- a) PLEASE STATE PROJECT GOALS/ACTIVITIES AND THEIR RELATIONSHIP WITH THE OVERALL BAND EMPLOYMENT/DEVELOPMENT PLAN.
PRIÈRE D'EXPOSER LES BUTS DU PROJET, LES ACTIVITÉS ET LEUR RELATION AVEC LE PROGRAMME GLOBAL D'EMPLOI ET DE PROMOTION DES BANDES.

b) PROJECT - PROJET

Starting Date
À commencer leTermination Date
Pour se terminer le

COSTS - COÛTS

AMOUNT
MONTANT

Supervision - Surveillance

Labour - Main d'œuvre

Material/Equipment - Matériaux/Équipement

Transportation - Transport

Training - Formation

Overhead Expenses - Frais généraux

Other (Specify) - Autres (Préciser)

TOTAL ► \$

c) DURATION (Men-Months)
NOMBRE DE MOIS/HOMME DE MAIN-D'OEUVRE NÉCESSAIRES
POUR RÉALISER CE PROJETd) NO. OF SOCIAL ASSISTANCE APPLICANTS TO WORK ON THIS
PROJECT?
NOMBRE DE BÉNÉFICIAIRES D'ASSISTANCE SOCIALE
AFFECTÉS AU PROJET?

2. PARTICIPANTS - CANOÏOTS

IS THERE ANY BAND PLAN FOR BWP PROJECT PARTICIPANTS WHEN THE PROJECT ENDS?
EXISTE-T-IL UN PLAN D'ACTION DE LA BANDE POUR LES PARTICIPANTS DE L'OTB À LA FIN DE CE PROJET?

APPENDIX E

BWP PROCEDURAL GUIDELINES

BAND WORK PROCESS
PROCEDURAL GUIDELINES

Employment Programs Branch
Ottawa, Ontario
February 10, 1977

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1. INTRODUCTION

1.1 Local Government Principles¹

Prior to the last decade or so, the Department of Indian and Northern Affairs administered reserves through local Indian Superintendents who were not part of the reserve community. For better or for worse, Government policies were based on "looking after" Indian people. The local Superintendent and the huge organization he represented took care of all aspects of reserve life on behalf of the people who lived there.

Over the last ten to twelve years, however, it has been mutually recognized that the best interests of Indian people were not reflected in Departmental policies that "looked after" them. Another approach, therefore, has evolved. It is based on the idea that the common concerns of a community are best looked after by the community itself, rather than an external agency. The proper activity of the Indian Affairs Department, therefore, should be encouraging and assisting Indian people to acquire the capability of administering their own communities, instead of doing it for them.

Consequently, one of the main objectives of the Department of Indian and Northern Affairs and Bands has become the development of local government. Since the Chief and Band Council are the recognized officials of a Band, they are considered to be the local Band government.

The idea of local government, or, a community looking after its own affairs, is best expressed by the phrase "local control". When people talk about local government, they are actually talking about local control of local matters. A Band acquires local control when Chief and Band Council, instead of the Department of Indian and Northern Affairs, are running the community.

¹ Excerpt from Training for Local Band Government - A Training Proposal.
Centre for Training Research and Development, 1976, p. 1.

1.2 Band Work Process Objectives

Short Term

- a) to create meaningful employment opportunities for unemployed Indian and Inuit (Northern Quebec) people on work projects that are beneficial to the community;
- b) to support Band governments in the development of medium and long term community employment plans;
- c) to develop Departmental program development and delivery systems that result in a more co-ordinated and responsive application of resources.

Long Term

In the long term, the objective of the BWP is to better equip participants to take advantage of future labour market opportunities and, therefore, reduce dependency on social assistance.

2. DESCRIPTION OF BAND WORK PROCESS

The BWP enables Bands to create employment opportunities by co-ordinating resources available to them through identifying and drawing together the labour aspects of principal program elements, supplementing these elements from all sources where necessary, and operating them as a coherent community program. The principal elements of the process are therefore management by or under the authority of the Band government, planning/evaluation through discussion with Band membership, and job creation through work activity projects which should be municipal services or revenue producing and contribute to the reserve or community plan. The BWP must be supportive of needs as expressed by each individual Band.

Each Region has a limited development fund to be used in the development or organization of Band employment plans or strategies or in supplementing existing resources to be used in carrying out employment plans.

Development funds are granted to Bands on the approval of the Regional Director General after an assessment of the Band's 12-month employment plan. An employment plan should describe the resources that the Band plans to utilize in the creation of employment, how those resources are to be used and what additional (development fund) assistance is required.

Accountability for all funds will be provided through local government guidelines (see Local Government circular "D-4").

Evaluation of this process will be a joint responsibility with Bands, District and Regional offices and Headquarters actively participating in the evaluation of the extent to which the Department is providing a co-ordinated, responsive and supportive service to Band governments and in the evaluation of Band objectives as described in Band employment plans.

3. BAND WORK DEVELOPMENT FUND

3.1 Purpose

The development fund is intended to be used for the following purposes: a) To finance a development or planning phase prior to actual BWP implementation. The fund, however, should only be considered for use if other regional planning resources are not available. These funds are intended to provide "seed money" that will help the Band lay a solid foundation on which an employment plan can be implemented.

- b) To supplement existing departmental funds (including social assistance) and other resources which provide for the creation of jobs. Development funds may only be used for this purpose in those cases where existing funds are not sufficient.

3.2 Allocation of Development Funds to Regions

Development funds will be allocated to Regional Directors General by the Director General, Operations, at the beginning of each fiscal year. Regional Directors General should forward a Regional Strategy (see Appendix "A" for suggested format) that describes how development funds will be applied in that Region for that fiscal period. These strategies should be prepared in close consultation with Regional Indian leaders and officials of other participating federal departments and provincial governments.

Funds will be allocated by the Director General, Operations, on the basis of Regional strategies.

3.3 Criteria

The transfer to Bands of Band Work development funds can be approved by the Regional Director according to the following general criteria:

- a) evidence of local planning;

- b) confirmation of required resource availability (departmental and external);

- c) Band employment plans must show evidence of potential long term social and economic impact in the community;

- d) activities (work projects) must contribute to the betterment of the community, such as maintenance or construction of community facilities and services

- e) any revenue to be generated by BWP activities must be applied to costs incurred by the process.

3.4 Development Fund Approval Process

The transfer of BWP development funds to Bands is approved by the Regional Director General upon assessment of the Band's employment plan (see Appendix "B") to be developed by the Band and submitted with a Band Council Resolution and a community profile (see Appendix "C"). A copy of the approved plan must be forwarded to the National Co-ordinator, Band Work Process, Ottawa, for information purposes.

Renewal at the end of the first year is approved by the Regional Director General upon assessment of a further one-year plan and a three-year projection.

4. USE OF RESOURCES

4.1 General

ALL transferable funds (including social assistance) identified in Local Government Guidelines may be used to implement the BWP.

4.2 General Criteria

- a) Jobs created will be based on a maximum of 40 hours per week and rates will be governed in accordance with local prevailing wage rates and in accordance with skill levels.
- b) Social assistance funds must be applied in accordance with the following:

- i) only persons confirmed as social assistance recipients may be subsidized in work projects from social assistance funds;
- ii) where necessary, and no other alternatives exist, a social assistance recipient may be subsidized up to 100% of the social assistance entitlement;
- iii) projects that support community or co-operative entrepreneurial effort may be subsidized through a) and b) alone.
- iv) social assistance subsidization of jobs to support privately-owned entrepreneurial effort cannot be allowed.

4.3 Band Funds

Bands with sufficient capital and revenue funds are expected to participate financially in the BWP on their reserve and at levels they can afford.

4.4 Current Non-transferable Funds

Education capital and economic development funds can be brought into the process in the following ways:

- a) through contract with a Band authority;
- b) on a day labour basis administered by the Department.²

² Authority from Treasury Board to change this procedure is being sought.

4.5 Other Funding Sources

These sources vary from region to region. However, identification of new sources of funding should be a continuing effort.

5. DEPARTMENTAL SUPPORT AND MONITORING

General

The extent to which the Department is able to provide advisory and technical assistance to BWP Bands is an important factor in the eventual success of the process. The BWP is a joint venture that demands serious commitment from both Departmental personnel and Indian community leaders. It is important, therefore, that the District Office is both informed and accessible. It is also intended that the same quality of support should be provided to the District Office by colleagues at Regional H.Q. and, in turn, by Program staff in Ottawa.

To facilitate this team approach to the support of BWP activities, an effective information base must be established and feed-back provided to all levels of both the Department and the Indian community for planning purposes. A standard reporting form has been designed (see Appendix "E"), and must be completed by the District Office monthly, and forwarded to the Regional Office on a regular basis.

6. EVALUATION

6.1 Objectives

The over-all objective of the BWP evaluation strategy is to provide Indian leaders and government planners and managers with objective information by which the effect of the BWP itself can be measured.

Specifically, it will be important to develop an understanding of the extent to which the individual participants are able to improve their potential for future employability as the result of BWP work experiences. Bands will be asked to evaluate the impact of the BWP on their community in providing new facilities or services, in reducing dependency or social assistance, and in strengthening Band government and management processes. It will also be important to assess the BWP as an approach to socio-economic planning by Bands and as an approach by the Department to implement programs more efficiently through the co-ordination of service delivery.

Conclusions reached through this evaluation will enable Bands and Program officials at all levels to improve planning/evaluation capacity and to have a meaningful input into program policy formulation and development processes and will give senior Indian leaders and departmental officials a realistic overview of the effectiveness and efficiency of the Band Work approach.

6.2 Band Role

Bands will actively participate in the definition of specific evaluation needs and will have the right of approval of any individual or organization retained to undertake special evaluation studies. In addition, Band members will be hired and trained to collect on-reserve data needed in such studies. These data will be shared with the Band for its use in planning and decision-making processes.

6.3 Community Base Data

To ensure that a base of community information exists at the beginning of the implementation of the BWP, District Managers are required to work with participating bands in the drawing of a community profile (see Appendix "C").

APPENDIX F

KEY EVENTS OF BWP AT BIG COVE

KEY EVENTS UNDER BAND WORKS PROCESS
AT BIG COVE

May	1976	BWP presentation made to Big Cove Band Council by Atlantic Director General. Big Cove agrees to participate in the BWP and establishes a BWP Committee. A CESO volunteer is contracted to work with the BWP Committee.
August	1976	BWPC meetings begin to be held on a regular two-week basis at Amherst regional office. BWPC submits first package to DIA for BW projects; period covered August 1976-August 1977; total amount requested \$200,365.
September	1976	Big Cove Chief receives letter from Director General stating the BWPC will receive \$86,000. The letter also states that "As yet, there is no indication of where the Band Work Program stands as far as funding in the future is concerned".
October	20 1976	BWPC goes on record "requesting the Department to use general assumptions rather than detailed analysis where such are not immediately available (in order to expedite the projects under the BWP). It is understood that such details will be provided as soon as possible. This action is deemed necessary in order that these pilot projects which are experimental in nature can or may commence as scheduled within the timeframe of the BWP."

November	3 1976	BWPC formally requests the district economic development officer to attend all the BWP meetings.
March	4 1977	BWPC expresses concern that the Economic Development worker assigned full-time to Big Cove has not been present at any of the BWP meetings since before Christmas.
March	31 1977	BWPC prepares a report for the fiscal year end, including a critique of the Band Work Program.
June	1977	BWPC submits 2nd package to DIA for funding of BW projects; requests \$375,756.
August	1977	BWPC receives word that due to "financial restraint" funds will not be available from the Department. Department recommends BWPC approach LEAP for funding.
October	14 1977	BWPC submits packages of BW projects to LEAP for funding. Requests \$92,210.
November	1977	LEAP Review Board meets to consider BWPC package; eliminates all projects of a community nature leaving in floating docks, fish punts, canoes and oars. Requests BWPC to re-work package to reflect funding for a developmental period for the above projects.
December	1977	Big Cove Toys Limited submits request for funding under Band Work Program.
January	10 1978	BWPC makes second presentation to LEAP Review Board. Board approves submission. LEAP director overrules approval to call for a market study to be carried out on

the feasibility of the four projects (canoes, floating docks, fish punts and oars) before any funding is provided.

January 11 1978 BWPC learns about overruling and lobbies to have the market study carried out simultaneously with the funding of the four projects. "The delay which would be incurred by the study would be devastating to the BWPC's efforts to try and build interest and morale in the people of Big Cove Reserve."

January 17 1978 Person from French Shore, Nova Scotia comes to Big Cove and provides one week of training to six men in the art of canoe building.

LEAP director agrees to release funds to the BWPC. Market study to go ahead at the same time.

February 1978 A market analysis of Big Cove Toys Limited is prepared for presentation to LEAP.

February 15 1978 A second CESO worker is contracted to work with the BWPC.

February 1978 Big Cove Toys on display at New York Trade Show.

February 1978 Small Business Management Course set up at Community College in Moncton.

March 1978 BWPC investigates possibility of applying to DREE for funding of Big Cove Toys Ltd.

March 13 1978 The first allotment of LEAP funds is received by the BWPC.

May 11 1978 There are agreements at this time to review the goals and objectives of the B.W.P. Committee. It is felt that the Committee might be too inclined toward economics.

May 25 1978 DIA commits \$40,000 to Big Cove Band to enable Big Cove Toys Limited to be taken over by Band. Prior to May 1978, the business had been privately owned by a Reserve resident, and as such did not qualify for funding under LEAP guidelines. LEAP monies are now released to the Big Cove Toys Limited operation.

June 1978 DIAND representative from Ottawa meets with BWPC Chairperson to discuss evaluation of BWP at Big Cove and "possibly setting up a study of this program as a pattern for other BWP Committees".

June 8 1978 Discussion centres on need to recruit more members to the BWPC.

July 14 1978 The Toy Factory is receiving plenty of orders and steps are taken to make it more efficient.

August 4 1978 B.C.T.L. hires additional workers to meet the rising demand. Further steps are taken to increase efficiency and productivity.

September 7 1978 B.C.T.L. takes further steps to improve production and to speed up delivery system. The B.W.P.C. expresses a need for thorough analysis of problems as they arise and the necessity of having the appropriate resource people at these times.

September 7 1978 Since Janaury 1978, some thirteen canoes have been produced.

September 7 1978 A Big Cove resident is hired by the BWPC as a marketing trainee for Big Cove Toys. To be trained by the CESO workers.

September 28 1978 The B.C.T.L. is looking toward stepping up the canoe production to four units a week from the original proposition of fifty units per year. It is also discussing the need to increase production by purchasing better equipment.

The chief pleads for more unity within the B.W.P.C. and stronger effort so that the Committee will benefit the reserve. His message: leave no stone unturned.

NO MINUTES AVAILABLE BETWEEN OCTOBER 1978 AND MAY 1979

May 17 1979 The B.W.P.C. states a need to look into the possibility of establishing a Co-op Store.

APPENDIX G

BWP PROJECTS
DESCRIPTION AND STATUS

APPENDIX G: DESCRIPTION AND STATUS OF BWP PROJECTS TO
MARCH 31, 1980

<u>COMPLETED PROJECTS</u>	<u>DESCRIPTION</u>
Multi-Purpose Building	A building of some 2500 square feet, together with an extension of 1250 square feet, was constructed on Big Cove to house the Toy and Canoe Operation. It was constructed to be suitable for both industrial and commercial work, training and craft activities. The project began in October 1976 and was completed in April 1977.
Community Service Center	A building was constructed to house the reserve fire and police equipment and operations.
Sub-division Land Clearance	This project employed 7 men to cut underbrush and prepare an area for a new housing subdivision to be developed at Big Cove. The work commenced in November 1976 and ended in March 1977.

Housing Repairs

Under this project 16 houses at Big Cove received major repairs 12 persons were employed for the project which lasted from August 1976 to August 1977.

Arena

The work on the arena was initiated under the Task Force in 1977 and was completed under the BWPC in 1979.

Management Training

This project was intended to provide Big Cove entrepreneurs and others interested in business, with a business course in management principles. A course was set up in February 1978 through the Community College in Moncton with 16 Big Cove residents signing up. Only a few completed the course as it differed substantially from what was originally anticipated.

Warehouse and Office Space

A warehouse to store the inventory of BCTL was constructed in the winter of 1979/80, as an addition to the

Multi-Purpose Building. The new construction also included office space for the BCTL operation.

DROPPED PROJECTS

DESCRIPTION

Trout Farming

The idea for developing a trout farm at Big Cove originated with the Task Force with substantial research being carried out on the feasibility of the idea. A study carried out for the BWPC in 1977 however determined that it would not be a feasible operation given the land and water specifications of Big Cove.

Fish Punts

The intent of this project was to build and market fish punts as a method of creating employment at Big Cove. After one year of limited production, the decision was taken by the BWPC to cease production as market prospects proved less than satisfactory.

Floating Docks

To produce wooden and plastic floating docks at Big Dove and market them throughout the Maritimes to marinas and private cottage owners. This project was dropped after approximately one year of production due to problems encountered in transporting the product, and to the results of a market analysis which indicated low demand.

Oars and Paddles

The aim of the project was to produce, at Big Cove, oars for the fish punts and paddles for dinghies and canoes. The project never got underway however as it was determined that Big Cove could not compete with a Nova Scotian firm which produced oars and paddles with expensive high speed machinery.

ONGOING PROJECTS

DESCRIPTION

Big Cove Toy Factory

The Big Cove Toy Factory is one component of the band owned Big Cove Toys Limited, and produces

and markets approximately 32 different items of wooden (pine) toys. The operation is labour intensive and employs approximately 20 Big Cove residents.

Canoe Operation

This project has trained 6 band members in the art of constructing canvas-covered cedar canoes, with the intent of establishing canoe production as a viable enterprise within BCTL.

Research and Development

This project begun in the fall of 1979, employs 3 people full-time at the BCTL to develop ideas and designs for toys and furniture, and to develop them to the test marketing stage.

Consulting (or Marketing and Instructional Help)

Commercial/Recreation Site

The idea originated under the Task Force, with only a few preparatory steps being taken

to date. The objective is to clear an area of the reserve located along the Richibucto River, for use as a marina, and a wilderness campsite for tourists.

Agriculture

The intent of this project has been to develop agricultural plots on the reserve for interested band members as an alternative to the high food costs. The BWPC would also develop an area on which to experiment growing different vegetables. The idea for this project originated under the Task Force, and since then initial steps have been taken regarding soil tests, initial preparation of the land (ploughing and killing of weeds).

Reforestation

The intent is to develop the 3000 acres of woodland at Big Cove into productive woodland. A feasibility study is presently being carried out on this project.

WAITING FOR FUNDING

DESCRIPTION

Kiln

This project aims to establish a kiln as part of the BCTL operation to provide kiln dried pine to the toy plant and for other products presently being developed.

Co-Op

The Co-Op will be a band owned and managed store on the reserve. It is to include groceries, hardware, building materials and fuel oil.

APPENDIX H

LIST OF PERSONS INTERVIEWED

LIST OF PERSONS FORMALLY INTERVIEWED*

1. Jim Anderson - Business Services Officer, District Office, DIAND
2. Abel Bourque - Accountant for BWPC
3. Seliane Claire - Welfare Officer with Big Cove Band
4. Marion Francis - BCTL Accountant/Secretary
5. Reg Graves - Regional Director of Employment, DIAND
6. Verne Graves - Business Services Officer, District Office, DIAND
7. Robert Hazelhurst - District Director of Economic Development Program, DIAND
8. Eric Hulsman - Regional Planner, DIAND
9. Dave Johnson - Consultant to BWPC and BCTL
10. Albert Levi - Chief of Big Cove
11. Mike MacIntosh - LEAP Project Director
12. Bill Simon - Native Peoples Program, CEIC
13. Alfred Sock - Member, BWPC
14. Harry Sock - Member, BWPC
15. Levi Sock - Chairperson, BWPC
16. Stanley Sock - Member, BWPC

* This list excludes persons interviewed in carrying out of worker and community surveys, as well as persons contacted for specific data items.